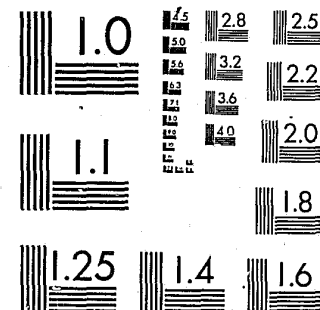


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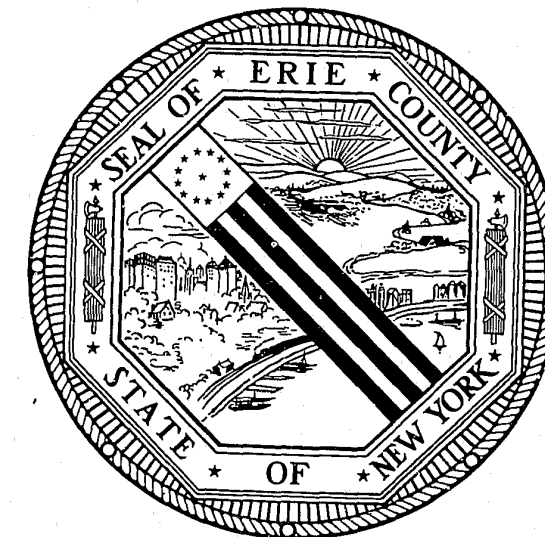
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# STAFF REPORT

1980



## DEPARTMENT OF CENTRAL POLICE SERVICES

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Edward J. Rutkowski  
County Executive

Stanley M. Bolas  
Commissioner

U.S. Department of Justice  
National Institute of Justice

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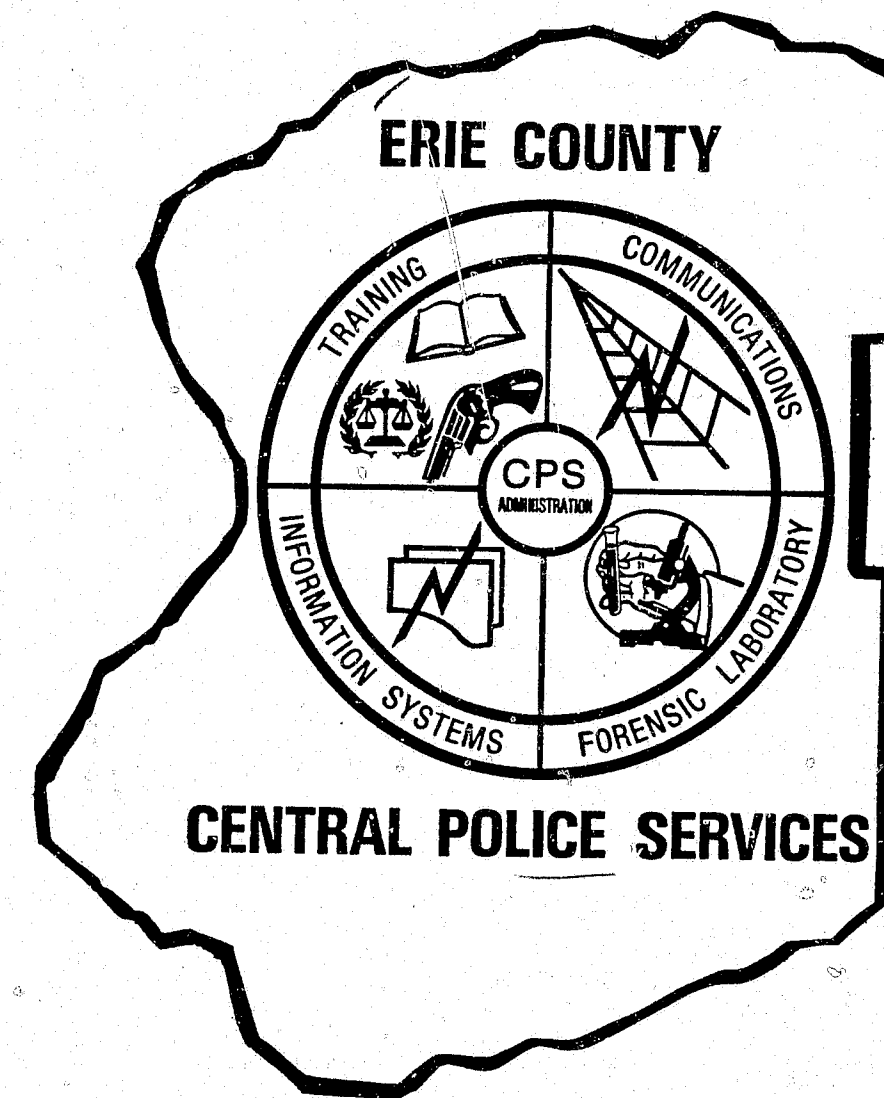
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# 1980 STAFF REPORT



Edward J. Rutkowski  
county executive

Stanley M. Bolas  
NCJRS commissioner

APR 8 1981

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May 1980



## County of Erie

EDWARD J. RUTKOWSKI  
COUNTY EXECUTIVE


June 10, 1980

PHONE: 716-846-8500

The citizens of this country have clearly expressed a desire to reduce the cost and size of government at all levels. Government leaders have responded by developing means of reducing costs, increasing productivity and delivering high quality services within very real fiscal constraints. Police agencies have similarly been forced to embrace innovative ideas to maintain services and at the same time reduce the burden on taxpayers.

Crime respects no borders and, therefore, must be dealt with on a regional as well as community level. Criminals operate with unprecedented mobility which calls for greater cooperation among all law enforcement agencies. Erie County encouraged this cooperation by developing an innovative method of providing technical support services to all police agencies within Erie County through its Department of Central Police Services. While each municipality maintains local control of personal services such as patrol, Central Police Services provides impersonal services such as training, computerized information, laboratory services, and communications coordination. Technology will not resolve all social problems; it does, however, provide law enforcement personnel with the most sophisticated tools available for controlling crime and protecting life and property.

After seven years of existence, this uniquely structured department has demonstrated its effectiveness in improving the ability of local police agencies to deliver services by correctly placing the cost burden of modern systems on a broader basis. The cooperation demonstrated in the initiation and growth of Central Police Services can be the cornerstone of continued improvement in Erie County's criminal justice system.

  
EDWARD J. RUTKOWSKI  
Erie County Executive

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# 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 J. Rutkowski 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 to 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 James Tuppen 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 Officers 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 Systems 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

## 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.<sup>1</sup>

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

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.

---

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

<sup>2</sup>Webster'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.<sup>1</sup> 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.

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<sup>1</sup>See 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:<sup>1</sup>

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 insufficient

<sup>1</sup>Melville Lee.

efficient 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.<sup>1</sup> 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

<sup>1</sup>Jack 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."<sup>1</sup>

<sup>1</sup>Sections 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

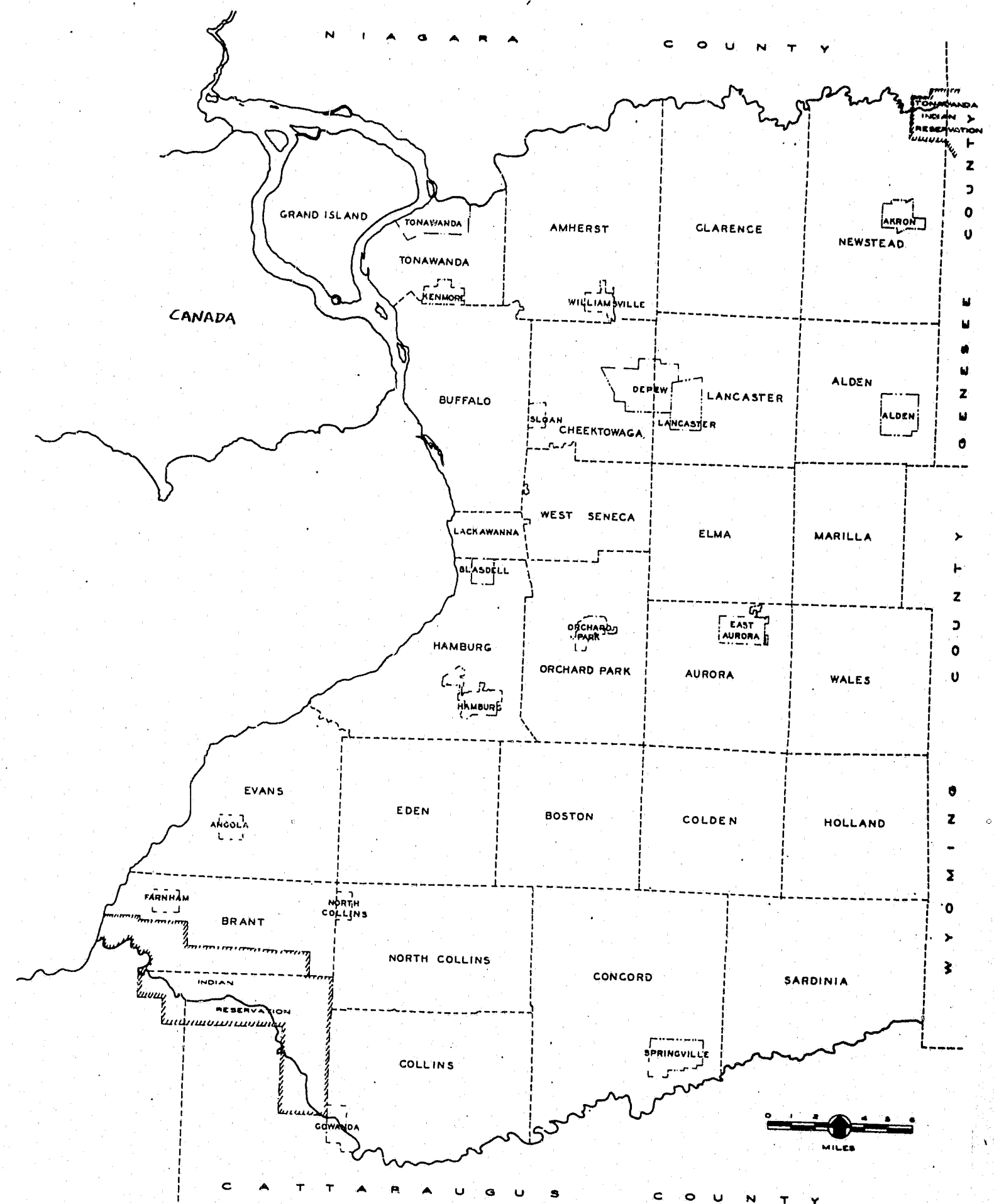
industrial and commercial center in upstate New York. Its favorable location with respect to transportation facilities, a plentiful supply of skilled labor, ample low cost electric power and ready access to markets in the Northwest, Midwest and Canada have all contributed to the area's economic development.

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 five 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.

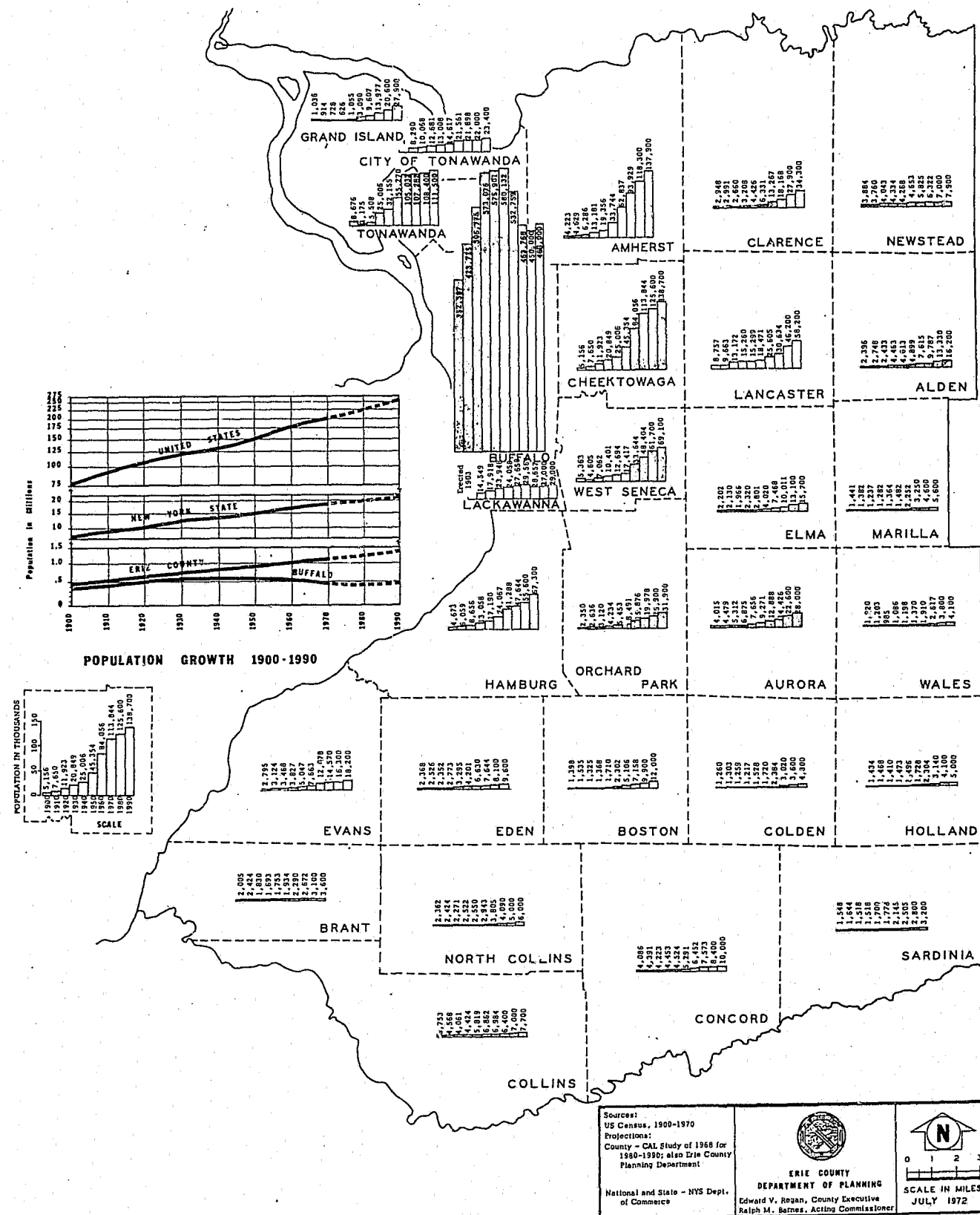
Research and development orientated, Erie County is fast becoming one of the nation's leading atomic energy "frontiers". The County has more than 150 private, commercial or institutional research laboratories, employing well over 11,000 people.

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



The following data facilitates the description of Erie County. <sup>1</sup>

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<br>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 1980 total budget for Erie County is \$491,716,941.00, including a capital expenditure budget of \$53,000,000.00.

### 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.

<sup>1</sup>Initial 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 Canal in 1825 the Buffalo 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;
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 port 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.<sup>1</sup>

<sup>1</sup>Erie 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.

## 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.<sup>1</sup> 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 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.

<sup>1</sup>"Crime In The U.S.", Uniform Crime Reports 1969, FBI, (Washington, D.C., 1969).

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."<sup>1</sup>

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.....

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

1979  
PART I OFFENSES REPORTED / KNOWN TO POLICE BY AGENCY

|                   | CRIMINAL<br>HOMICIDE  | RAPE | ROBBERY | AGGRAVATED<br>ASSAULT | BURGLARY | THEFT OR<br>LARCENY | MOTOR<br>VEHICLE<br>THEFT | TOTALS |
|-------------------|-----------------------|------|---------|-----------------------|----------|---------------------|---------------------------|--------|
| AKRON             | Reports Not Available |      |         |                       |          |                     |                           |        |
| ALDEN             |                       |      | 1       | 2                     | 2        | 21                  |                           | 26     |
| AMHERST           | 4                     | 9    | 46      | 167                   | 538      | 1,520               | 191                       | 2,475  |
| ANGOLA            |                       |      | 1       | 5                     | 14       | 35                  | 1                         | 56     |
| BLASDELL          |                       |      | 1       | 3                     | 27       | 94                  | 12                        | 137    |
| BRANT             | Reports Not Available |      |         |                       |          |                     |                           |        |
| BUFFALO           | 55                    | 265  | 1,958   | 1,582                 | 7,817    | 11,282              | 4,019                     | 26,978 |
| CHEEKTOWAGA       | 4                     | 10   | 57      | 318                   | 768      | 2,002               | 315                       | 3,474  |
| DEPEW             |                       |      | 11      | 53                    | 182      | 494                 | 51                        | 791    |
| EAST AURORA       |                       | 2    | 3       | 48                    | 111      | 586                 | 35                        | 785    |
| EDEN              | 2                     | 1    | 1       | 17                    | 36       | 109                 | 12                        | 178    |
| EVANS             | 2                     | 1    | 5       | 37                    | 205      | 351                 | 56                        | 657    |
| GOWANDA           |                       |      |         | 4                     | 26       | 39                  | 15                        | 84     |
| HAMBURG TOWN      |                       | 2    | 21      | 8                     | 372      | 1,083               | 135                       | 1,621  |
| HAMBURG VILLAGE   |                       |      | 4       | 17                    | 106      | 321                 | 13                        | 461    |
| KENMORE           |                       | 1    | 13      | 42                    | 141      | 394                 | 47                        | 638    |
| LACKAWANNA        | 2                     | 1    | 59      | 176                   | 229      | 632                 | 160                       | 1,259  |
| LANCASTER TOWN    |                       | 2    | 5       | 26                    | 132      | 225                 | 36                        | 426    |
| LANCASTER VILLAGE |                       | 1    | 5       | 18                    | 109      | 252                 | 18                        | 403    |
| ORCHARD PARK      |                       | 2    | 1       | 60                    | 183      | 705                 | 57                        | 1,008  |
| SPRINGVILLE       |                       | 1    | 1       | 18                    | 14       | 71                  | 17                        | 122    |
| TONAWANDA CITY    |                       | 3    | 7       | 52                    | 213      | 352                 | 28                        | 655    |
| TONAWANDA TOWN    |                       | 1    | 36      | 97                    | 570      | 1,395               | 169                       | 2,268  |
| WEST SENECA       |                       |      | 9       | 84                    | 322      | 1,140               | 204                       | 1,759  |
| SHERIFF           |                       | 2    | 6       | 181                   | 302      | 1,215               | 118                       | 1,824  |
| TOTALS            | 69                    | 304  | 2,251   | 3,015                 | 12,419   | 24,318              | 5,709                     | 48,085 |

SOURCE: CPS Information Systems Division, May 1980.

## 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 25 police agencies serving Erie County. Each of the three cities, eleven of the towns and ten 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.<sup>1</sup>

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)<sup>2</sup>

The following table lists the 25 police agencies in Erie County and identifies the size and jurisdiction of each individual agency.

<sup>1</sup>McKinney's Consolidated Laws of New York, Book 61, Town Law.

<sup>2</sup>McKinney's, Book 63, Village Law.

POLICE AGENCIES IN ERIE COUNTY

| <u>AGENCY</u>     | <u>POPULATION<br/>SERVED</u> | <u>FULL TIME<br/>UNIFORMED PERSONNEL</u> | <u>VEHICLES</u> |
|-------------------|------------------------------|--|-----------------|
| AKRON             | 2,863                        | 2  | 2               |
| ALDEN             | 2,647                        | 3  | 1               |
| AMHERST           | 107,307                      | 138                                      | 41              |
| ANGOLA            | 2,685                        | 4  | 2               |
| BLASDELL          | 3,910                        | 6  | 2               |
| BRANT             | 2,672                        | 1  | 2               |
| BUFFALO           | 462,768                      | 1,093                                    | 227             |
| CHEEKTOWAGA       | 105,385                      | 144                                      | 35              |
| DEPEW             | 22,158                       | 32                                       | 7               |
| EAST AURORA       | 14,356                       | 14                                       | 6               |
| EDEN              | 7,644                        | 4  | 4               |
| EVANS             | 13,069                       | 17                                       | 10              |
| GOWANDA           | 3,100                        | 6  | 2               |
| HAMBURG TOWN      | 37,507                       | 50                                       | 10              |
| HAMBURG VILLAGE   | 11,381                       | 18                                       | 5               |
| KENMORE           | 20,980                       | 30                                       | 9               |
| LACKAWANNA        | 28,393                       | 75                                       | 17              |
| LANCASTER TOWN    | 9,197                        | 20                                       | 5               |
| LANCASTER VILLAGE | 13,365                       | 16                                       | 4               |
| ORCHARD PARK      | 24,562                       | 25                                       | 6               |
| SPRINGVILLE       | 4,328                        | 7  | 5               |
| TONAWANDA CITY    | 21,581                       | 36                                       | 9               |
| TONAWANDA TOWN    | 87,123                       | 118                                      | 27              |
| WEST SENECA       | 53,525                       | 65                                       | 13              |
| SHERIFF           |                              | 153*                                     | 65              |
|                   | 1,113,491                    | 2,077                                    | 516             |

\*Sheriff's law enforcement deputies only

Source: CPS Communications Division survey January 1978

## 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.<sup>1</sup>

### 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

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<sup>1</sup>Excerpts 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:<sup>1</sup>

- 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:<sup>2</sup>

"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

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

<sup>2</sup>President'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.<sup>1</sup>

"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:<sup>2</sup>

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

<sup>1</sup>Buffalo 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.

<sup>2</sup>Buffalo 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:<sup>1</sup>

"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."

<sup>1</sup>Erie 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:<sup>1</sup>

"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.

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<sup>1</sup>Erie 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 appro-

priations 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:<sup>1</sup>

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-

<sup>1</sup> 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.<sup>1</sup>

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.<sup>2</sup>

"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

<sup>1</sup>Erie County, New York, Local Law No. 12-1972.

<sup>2</sup>Erie 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 Buidling. Members were:

Hon. G. James Fremming - Chairman

Frank N. Felicetta - Commissioner of Buffalo Police Department

Michael A. Amico - Erie County Sheriff

Herbert Zimmerman - Chief Amherst Police Department

William Frawley - Inspector Buffalo Police Department

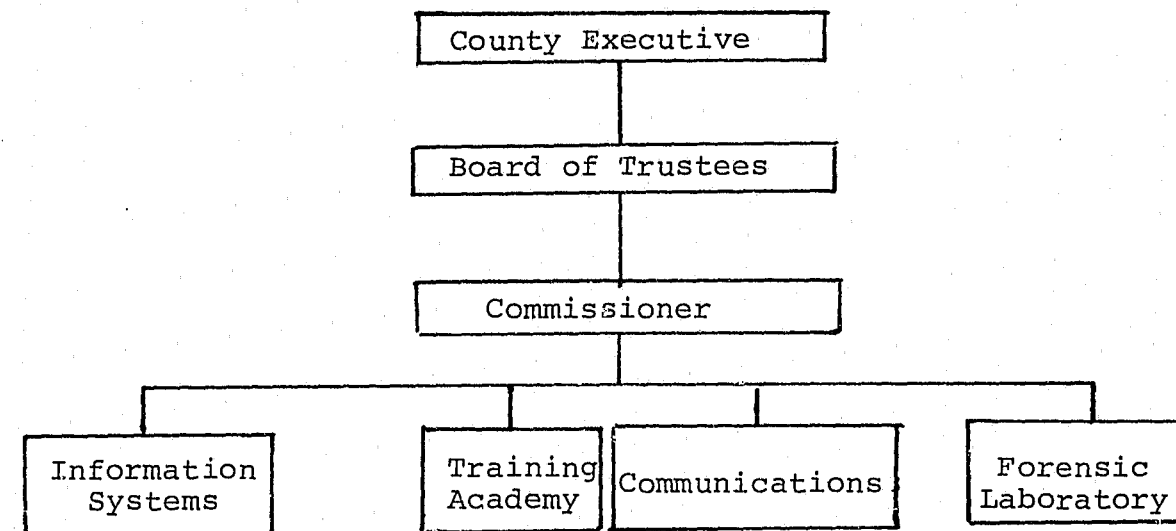
Edward Morgan - Professor State University of New York  
College at Buffalo

Eugene Woodard - Supervisor Town of Orchard Park.

#### Administrative Appointments and Initial Guidelines

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 experi-

ence that will be absolutely indispensable to the first commissioner of this new and innovative department."<sup>1</sup>

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.<sup>2</sup>

#### 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-

<sup>1</sup>Buffalo Evening News, 5/11/73.

<sup>2</sup>"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 uninterrupted 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

Implementation of the EMPIRE system (Erie Municipal Police Information Retrieval Enhancement) in 1974 represented the culmination of two years of concerted effort on the part of Erie County toward providing all the 25 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 is necessary: to inform law enforcement officers of dangerous situations under investigation; for administrative assessments; for rehabilitation programs; for prosecution and adjudication.

Since its inception the Central Police Services Law Enforcement Information Systems Division has designed, developed and implemented the EMPIRE System, one of the most comprehensive criminal justice information systems in New York State and recognized nationally as one of the forerunners in such systems development.

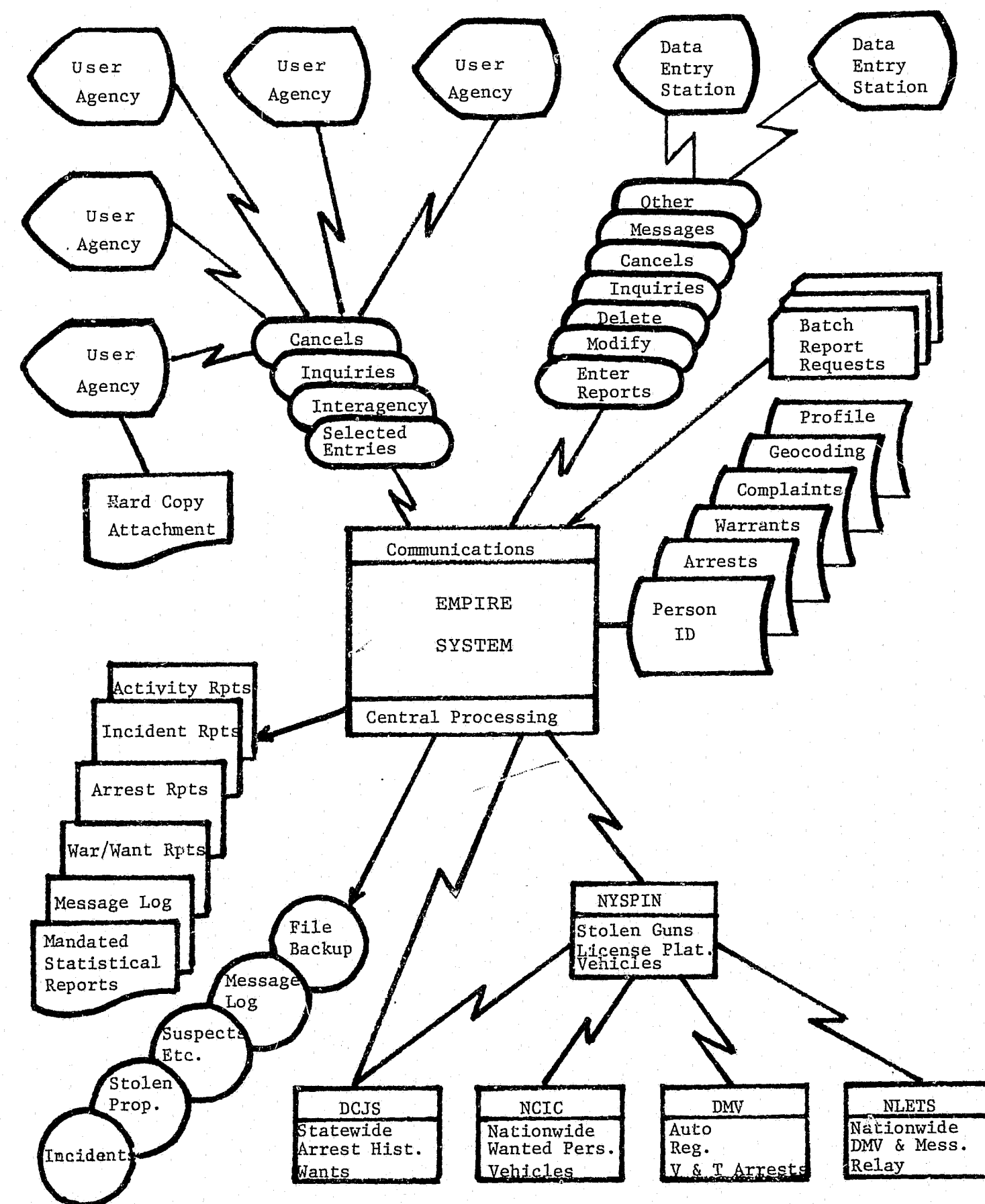
The nucleus of the EMPIRE System is a medium-to-large size general purpose computer providing informational needs to the 25 police departments, District Attorney and Probation Department in Erie County on a network via remote terminals. Video data terminals providing output on a television type screen and a hard copy printing device are connected via high speed telecommunications lines to the central computer from each of the local agencies.

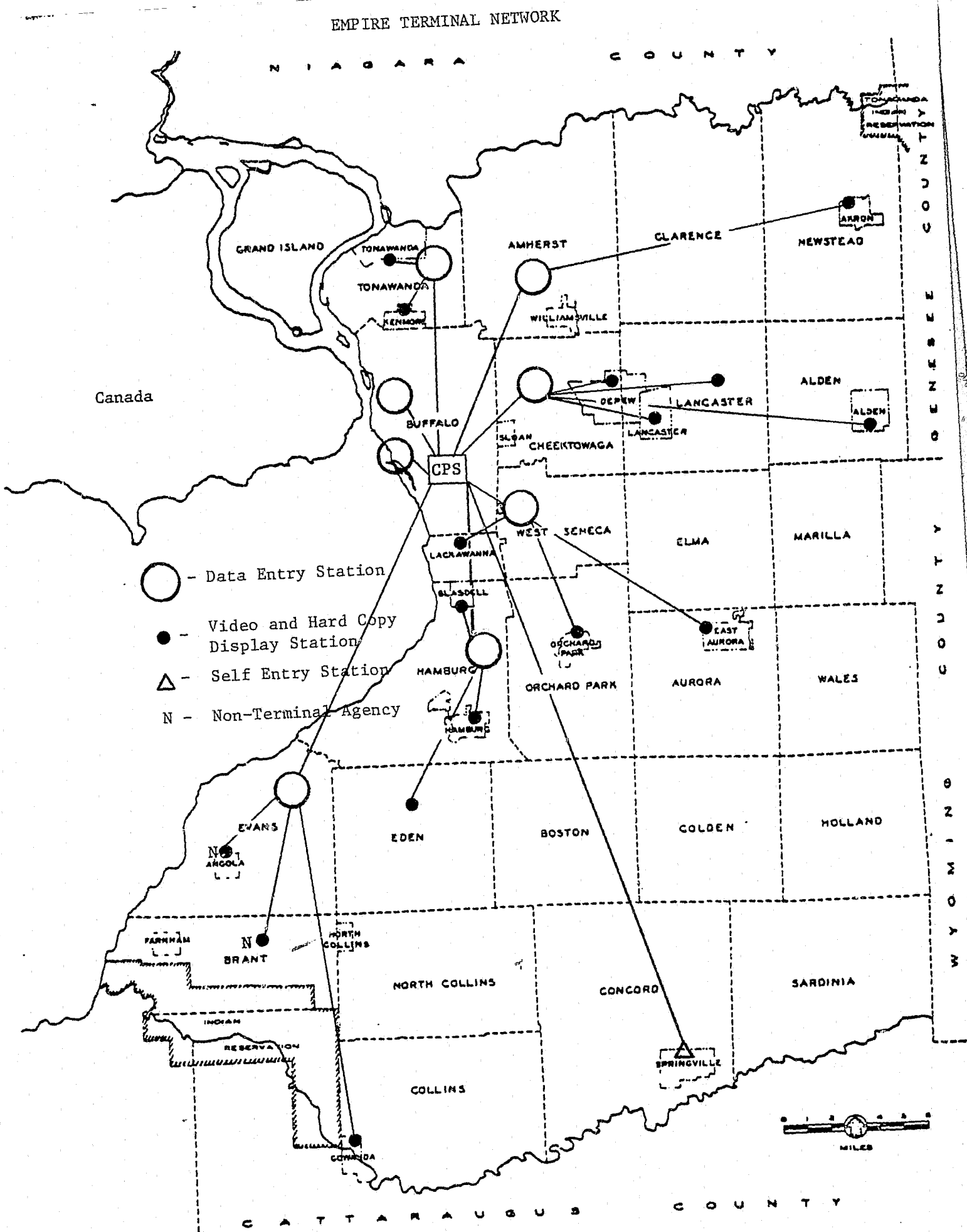
The system's data bank houses local needs with expanded access through interface (computer to computer) with the New York State Police Information Network (NYSPIN) which in turn interfaces with the New York Division of Criminal Justice Services (DCJS), the New York Department of Motor Vehicles (DMV), the National Crime Information Center (NCIC) located in Washington, D.C. and the National Law Enforcement Telecommunication System (NLETS) in Phoenix, Arizona.

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. A single inquiry through the Empire system from any point in the county brings an almost immediate response from local, state and national computerized information systems. This will eliminate the possibility that a police officer issues a summons for a traffic violation only to discover days later that a warrant was outstanding elsewhere in the State for another offense by this violator. Knowing the capabilities of access by police to various data, the criminal element is less likely to operate in this area.

## THE EMPIRE SYSTEM

### Overview





An added feature of the EMPIRE system includes the listing of every parcel of land according to number in a geocoded data base. One aspect of this application addresses locations historically noted for high incidence or risk.

#### History of Division

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

As alluded to 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. Obtaining a Federal grant award, the Committee commissioned a consultant study to examine the record keeping functions of all local police agencies. 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 address itself to 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 implemented batch systems which included 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 the consultant's recommendation for a countywide computer system based upon the expansion and refinement of Buffalo's COMPUDATA system.

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. With this, another phase in the implementation schedule for Central Police Services was realized.

Since the formation of the Information Systems Division under Central Police Services over \$1,000,000 in Federal grant awards have been allocated to develop and implement the EMPIRE system. In keeping with the Department's objectives, additional assistance through Federal funding allowed Central Police Services to provide the community with a modern sophisticated law enforcement information network at a minimal cost to the local taxpayer. 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 in September 1972 under Grant Proposal #621A to initiate the general systems design for the EMPIRE System.

This activity covered the preparation of a general system and programming and procedural specification for the EMPIRE System. Characteristics of the system were developed through study efforts in conjunction with individual police agencies,

the Police Chief's User Committee and 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 #621B to complete the detailed systems design (Phase II) of the EMPIRE System. The grant time frame was from July 1, 1973 to December 30, 1974.

The purpose of this phase of the program was to develop the 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 developed by a Systems Analyst 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 #621C) 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 (621B) 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 warrant/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 foresaw continuation of the project wherein programs were written, tested and documented. The enhancements include the Event Subsystem, Profile Subsystem, Geocoding Subsystem and training of users in methodology of these applications.

Under this phase the county installed six facsimile machines (fingerprint transmission units) strategically located throughout Erie County. The "fax" units transmit fingerprint cards via the telecommunications network to DCJS in Albany in 15 minutes with an average of 3 hours or less response via the computer terminal system. It measures a significant improvement over the 2 week mail transmittal.

Under this Phase IV grant an additional interface between the DCJS and Central Police Services computer was established. This allowed direct inquiry capability based on a NYSID number and a name search of central criminal history repository files.

Historically, the criminal history or rap sheet could only be obtained by submitting fingerprint cards of an individual at the time of arrest. This added feature is 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's right to privacy. Lacking 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.

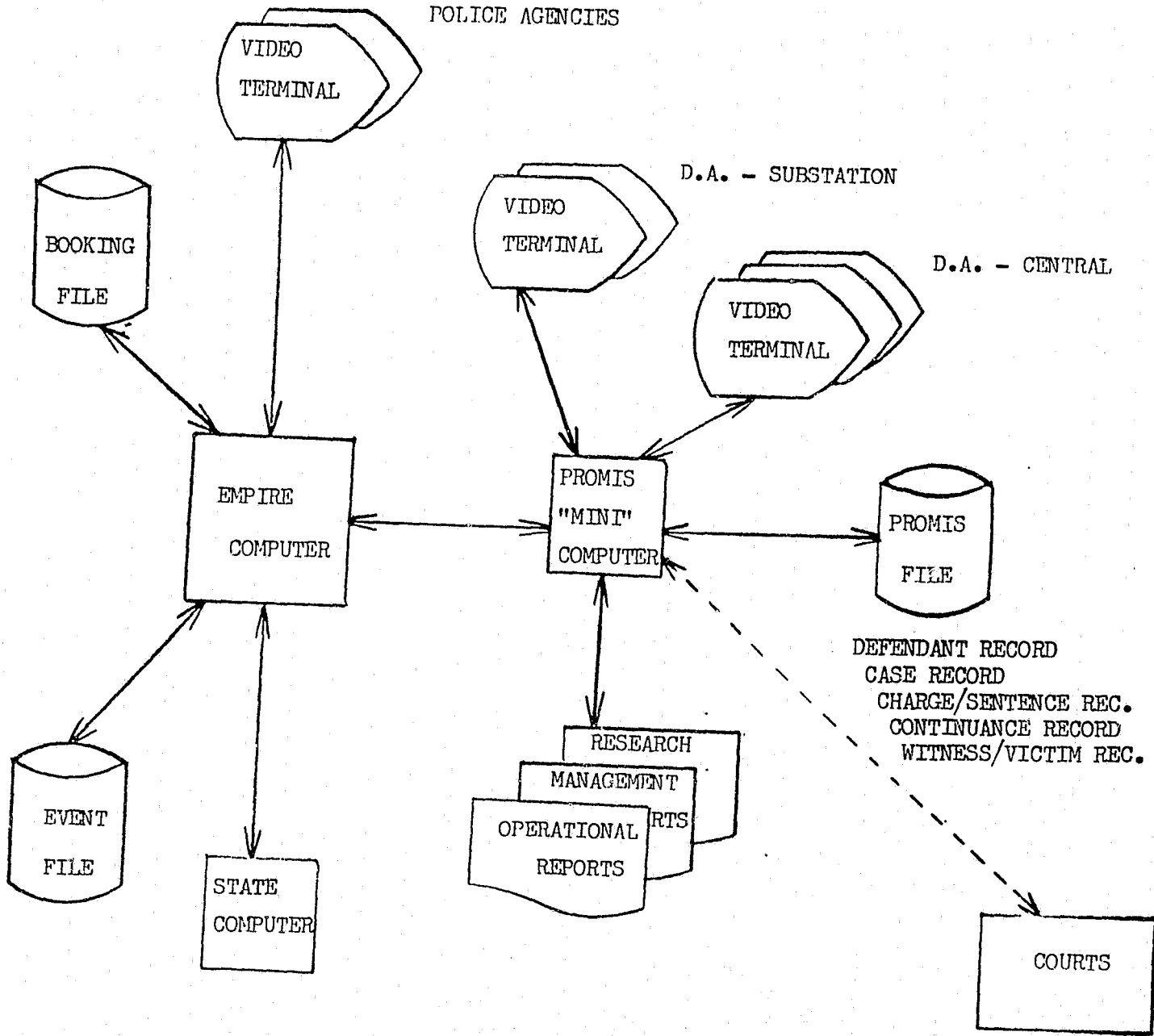
The Person-In-Process Subsystem maintains all information available and pertinent to any individual entering the criminal justice system when a warrant is issued or an arrest is made. As an offender passes through the criminal justice process and a final disposition realized the criminal history portion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

EMPIRE PHASE VI: Promis Subsystem

(Prosecutors Management Information System - PROMIS)

The District Attorney's interest in improving offender processing in an automated system resulted in a joint effort with CPS to develop the PROMIS system. 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 in various developmental or operating stages in twenty-two cities across the United States.

A grant application was approved 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.





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 participating 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 the 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. The data base contains information identifying the individual with a complete list of all arrests, dates, charges, dispositions and related information. Inquiries and updates are provided in both the on-line and batch modes.

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

Driving While Intoxicated Application: Consists of data base information on offenders driving while intoxicated for each locality. Maintenance of a central file allows greater communication between local criminal justice agencies. Statistical reports, the number of tests, type of tests and the involvement in traffic accidents are other outputs of this system.

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 not paid for their summonses. 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 preparation of various traffic safety reports.

\*Incident Reporting Application: Provides for the collection, storage and retrieval of all data related to an incident or service request reported and acted upon by 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 a call and status of field units. Mobile data terminals (MDT) in selective units are used.

ADMINISTRATIVE SUBSYSTEM: This subsystem assists the administrative head of a local criminal justice agency in the day-to-day administration of his organization.

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

\*Activity Application: Retains historical data on all officers and utilities to produce monthly roster reports and to coordinate and tally activity to specific officers. These 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 which are: training, communications, forensic laboratory, information systems 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 easy 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<br>vehicle information                                 |
| NYSPIN - | stolen property<br>message switching                                       |
| DCJS -   | wanted persons<br>missing persons  |
| NCIC -   | stolen property<br>wanted persons<br>missing persons<br>criminal histories |
| NLETS -  | national DMV<br>message switching  |

\*DCJS Interface Application: A computer to computer interface allowing access to computerized files maintained at DCJS in Albany, New York.

- wanted/missing person system back-up
- 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 ability to tailor certain application reports by means of parameters and defines 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 suspected 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 related activities, e.g., 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.

#### PRIVACY & SECURITY

In 1973, by amendment to the Omnibus Crime Control and Safe Streets Act of 1968, the United States Congress enacted Section 524b which established certain ground rules for the collection, storage and dissemination of criminal history record information maintained in automated systems. In May of 1975 the U.S. Department of Justice, through LEAA, published

Title 28 Rules and Regulations based on Section 524b in the Federal Register.

Briefly, the new Regulations identify general standards applying to all criminal justice information systems which store criminal history record data and which have received LEAA funding assistance. The Division of Criminal Justice Services (DCJS) is the designated repository for the statewide operations of the central criminal history record system and the Office of Court Administration (OCA) is responsible for collecting court dispositions within the State of New York.

Although the Regulations require each state to submit its own procedures which may be more restrictive, the Regulations also place responsibility on local agencies to provide their own privacy and security procedures compatible to state regulatory measures.

Accordingly, because Central Police Services has the responsibility to operate a local arrest-booking record system, the Information Systems Division was directed by the Commissioner of Central Police Services to prepare the plan for achieving compliance with the Federal Regulations, specifically Title 28. The resulting document, "Privacy and Security Regulations" completed in February of 1980, presents the plan, specifies the extent to which Erie County is presently in compliance with the Regulations and defines the actions which Central Police Services will take to ensure compliance with all regulatory guidelines. It also outlines the responsibility the users of the EMPIRE System have regarding adherence to Privacy and Security Regulations.

Three Privacy and Security seminars of three days duration were held during the month of May, 1980 and were recognized nationally as unique covering Federal, State, and local Privacy and Security requirements.

CONTEMPORARY VARIABLES

Due to budgetary constraints imposed on 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 1980 budgetary funding commitments have allowed the Information Systems Division to begin to reinstate the computerized services that were temporarily suspended in 1976 and it is anticipated that these EMPIRE subsystems and applications will be operational by September, 1980.

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

Erie 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 thru 1979.

STATUS OF EMPIRE APPLICATIONS

1979

|                         | LOCAL PERSON-IN PROCESS<br>SUBSYSTEM |  |              |                           |                           |                 |                   | EVENT<br>SUBSYSTEM |                 |                          | ADMINISTRATIVE<br>SUBSYSTEM |                    |                          |                         |          | REGISTRATI<br>SUBSYSTEM |          |
|-------------------------|--------------------------------------|--|--------------|---------------------------|---------------------------|-----------------|-------------------|--------------------|-----------------|--------------------------|-----------------------------|--------------------|--------------------------|-------------------------|----------|-------------------------|----------|
|                         | OBTS                                 | ARREST RECORD<br>(BOOKING APPLICATION) | WARRANT/WANT | 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 |
| Akron                   | L                                    |  | O            |                           |                           | S               |                   |                    | O               |                          | L                           |                    | O                        |                         |          | L                       | L        |
| Alden                   | L                                    |  | O            |                           |                           | S               |                   |                    | O               |                          | L                           |                    | O                        |                         |          | L                       | L        |
| Amherst                 | L                                    | O                                      | O            | O                         |                           | S               | S                 | O                  | O               |                          | L                           |                    | O                        |                         |          | L                       | L        |
| Angola                  | L                                    | O                                      | O            | O                         |                           | S               | S                 | O                  | O               |                          | L                           |                    | O                        |                         |          | L                       | L        |
| Blasdell                | L                                    | O                                      | O            | O                         |                           | S               | S                 | O                  |                 |                          | L                           |                    | O                        |                         |          | L                       | L        |
| Brant                   | L                                    | O                                      | O            |                           |                           | S               | S                 |                    | O               |                          | L                           |                    | O                        |                         |          | L                       | L        |
| Buffalo                 | L                                    | O                                      | O            | O                         |                           |                 | S                 | O                  | O               | S                        | O                           |                    | O                        |                         | S        | L                       | O        |
| Cheektowaga             | L                                    | O                                      | O            | O                         |                           | O               | S                 | O                  | O               |                          | L                           |                    | O                        |                         |          | L                       | L        |
| Depew                   | L                                    | O                                      | O            | O                         |                           | S               | S                 | O                  | O               |                          | L                           |                    | O                        |                         |          | L                       | L        |
| East Aurora             | L                                    | O                                      | O            | O                         |                           | S               | S                 | O                  | O               |                          | L                           |                    | O                        |                         |          | L                       | L        |
| Eden                    | L                                    | O                                      | O            |                           |                           | S               | S                 | O                  | O               |                          | L                           |                    | O                        |                         |          | L                       | L        |
| Evans                   | L                                    | O                                      | O            | O                         |                           | S               | S                 | O                  | O               |                          | L                           |                    | O                        |                         |          | L                       | L        |
| Gowanda                 | L                                    | O                                      | O            |                           |                           | S               | S                 |                    | O               |                          | L                           |                    | O                        |                         |          | L                       | L        |
| Hamburg Town            | L                                    | O                                      | O            | O                         |                           | S               | S                 | O                  | O               |                          | L                           |                    | O                        |                         |          | L                       | L        |
| Hamburg Village         | L                                    | O                                      | O            | O                         |                           | S               | S                 | O                  | O               |                          | L                           |                    | O                        |                         |          | L                       | L        |
| Kenmore                 | L                                    | O                                      | O            | O                         |                           | O               | S                 | O                  | O               |                          | L                           |                    | O                        |                         |          | L                       | L        |
| Lackawanna              | L                                    | O                                      | O            | O                         |                           | O               | S                 | O                  | O               |                          | L                           |                    | O                        |                         |          | L                       | L        |
| Lancaster Town          | L                                    | O                                      | O            | O                         |                           | S               | S                 | O                  | O               |                          | L                           |                    | O                        |                         |          | L                       | L        |
| Lancaster Village       | L                                    | O                                      | O            | O                         |                           | S               | S                 | O                  | O               |                          | L                           |                    | O                        |                         |          | L                       | L        |
| Orchard Park            | L                                    | O                                      | O            | O                         |                           | S               | S                 | O                  | O               |                          | L                           |                    | O                        |                         |          | L                       | L        |
| Springville             | L                                    | O                                      | O            |                           |                           | S               | S                 | O                  | O               |                          | L                           |                    | O                        |                         |          | L                       | L        |
| Tonawanda City          | L                                    | O                                      | O            | O                         |                           | O               | S                 | O                  | O               |                          | L                           |                    | O                        |                         |          | L                       | L        |
| Tonawanda Town          | L                                    | O                                      | O            | O                         |                           | O               | S                 | O                  | O               |                          | O                           | O                  | O                        |                         |          | L                       | L        |
| West Seneca             | L                                    | O                                      | O            | O                         |                           | S               | S                 | O                  | O               |                          | L                           |                    | O                        |                         |          | L                       | L        |
| Sheriff                 | L                                    | O                                      | O            | O                         |                           | S               | S                 | O                  | O               |                          | L                           |                    | O                        |                         |          | L                       | L        |
| Probation Department    | L                                    | O                                      | O            |                           |                           |                 | S                 |                    |                 |                          |                             |                    |                          |                         |          |                         |          |
| District Attorney       | L                                    | O                                      | O            |                           |                           |                 | S                 |                    |                 |                          |                             |                    |                          |                         |          |                         |          |
| SUNY Campuses           | L                                    |  |              |                           |                           |                 |                   |                    |                 |                          |                             |                    |                          |                         |          |                         | O        |
| State Police            | L                                    |  |              |                           |                           |                 |                   |                    |                 |                          |                             |                    |                          |                         |          |                         |          |
| State Thruway Police    | L                                    |  |              |                           |                           |                 |                   |                    |                 |                          |                             |                    |                          |                         |          |                         |          |
| Panole                  | L                                    |  |              |                           |                           |                 |                   |                    |                 |                          |                             |                    |                          |                         |          |                         |          |
| Courts                  | L                                    |  |              |                           |                           |                 |                   |                    |                 |                          |                             |                    |                          |                         |          |                         |          |
| Detention               | L                                    |  | O            |                           |                           |                 |                   |                    |                 |                          |                             |                    |                          |                         |          |                         |          |
| Central Police Services |                                      |  |              |                           |                           |                 |                   |                    |                 |                          |                             |                    |                          | S                       | S        |                         |          |

O - Operational  
S - Short Range Plan  
L - Long Range Plan

STATUS OF EMPIRE APPLICATIONS

1979

|                         | COMMUNICATIONS PROCESSING SYSTEM |                   |                    |                     |                |                 |                 |                |                 |                    |              |                   |                      |                                 |                              |                      |                   |
|-------------------------|----------------------------------|-------------------|--------------------|---------------------|----------------|-----------------|-----------------|----------------|-----------------|--------------------|--------------|-------------------|----------------------|---------------------------------|------------------------------|----------------------|-------------------|
|                         | NYSPIV INTERFACE                 |                   |                    |                     |                |                 |                 |                |                 |                    |              | DCJS INTERFACE    |                      |                                 |                              |                      |                   |
|                         | NYSPIV                           |                   | 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 |
| Akron                   | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | L                    | 0                               | 0                            |                      |                   |
| Alden                   | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | L                    | 0                               | 0                            |                      |                   |
| Amherst                 | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | L                    | 0                               | 0                            |                      |                   |
| Angola                  | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | L                    | 0                               | 0                            |                      |                   |
| Blasdell                | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | L                    | 0                               | 0                            |                      |                   |
| Brant                   | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | L                    | 0                               | 0                            |                      |                   |
| Buffalo                 | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | L                    | 0                               | 0                            |                      |                   |
| Cheektowaga             | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | L                    | 0                               | 0                            |                      |                   |
| Depew                   | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | L                    | 0                               | 0                            |                      |                   |
| East Aurora             | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | L                    | 0                               | 0                            |                      |                   |
| Eden                    | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | L                    | 0                               | 0                            |                      |                   |
| Evans                   | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | L                    | 0                               | 0                            |                      |                   |
| Gowanda                 | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | L                    | 0                               | 0                            |                      |                   |
| Hamburg Town            | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | L                    | 0                               | 0                            |                      |                   |
| Hamburg Village         | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | L                    | 0                               | 0                            |                      |                   |
| Kenmore                 | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | L                    | 0                               | 0                            |                      |                   |
| Lackawanna              | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | L                    | 0                               | 0                            |                      |                   |
| Lancaster Town          | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | L                    | 0                               | 0                            |                      |                   |
| Lancaster Village       | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | L                    | 0                               | 0                            |                      |                   |
| Orchard Park            | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | L                    | 0                               | 0                            |                      |                   |
| Springville             | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | L                    | 0                               | 0                            |                      |                   |
| Tonawanda City          | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | L                    | 0                               | 0                            |                      |                   |
| Tonawanda Town          | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | L                    | 0                               | 0                            |                      |                   |
| West Seneca             | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | L                    | 0                               | 0                            |                      |                   |
| Sheriff                 | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | L                    | 0                               | 0                            |                      |                   |
| Probation Department    | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | L                    | 0                               | 0                            | L                    | L                 |
| District Attorney       | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | L                    | 0                               | 0                            |                      |                   |
| SUNY Campuses           |                                  |                   |                    |                     |                |                 |                 |                |                 |                    |              |                   |                      |                                 |                              |                      |                   |
| State Police            |                                  |                   |                    |                     |                |                 |                 |                |                 |                    |              |                   |                      |                                 |                              |                      |                   |
| State Thruway Police    |                                  |                   |                    |                     |                |                 |                 |                |                 |                    |              |                   |                      |                                 |                              |                      |                   |
| Parole                  |                                  |                   |                    |                     |                |                 |                 |                |                 |                    |              |                   |                      |                                 |                              |                      |                   |
| Courts                  |                                  |                   |                    |                     |                |                 |                 |                |                 |                    |              |                   |                      |                                 |                              |                      |                   |
| Detention               |                                  |                   |                    |                     |                |                 |                 |                |                 |                    |              |                   |                      |                                 |                              |                      |                   |
| Central Police Services | 0                                | 0                 | 0                  | 0                   | 0              | 0               | 0               | 0              | 0               | 0                  | 0            | 0                 | 0                    | 0                               | 0                            |                      |                   |
| Social Services         |                                  |                   |                    |                     |                |                 |                 |                |                 |                    |              |                   |                      |                                 |                              |                      | 0                 |

0 - Operational  
S - Short Range Plan  
L - Long Range Plan

STATUS OF EMPIRE APPLICATIONS

1979

|                         | COMMUNICATIONS PROCESSING SUBSYSTEM |                          |                         |                         |                |
|-------------------------|-------------------------------------|--------------------------|-------------------------|-------------------------|----------------|
|                         | OTHER REGIONAL INTERFACES           | LOCAL INQUIRY CAPABILITY | LOCAL UPDATE CAPABILITY | LOCAL MESSAGE SWITCHING | LOG PROCESSING |
| Akron                   |                                     | 0                        | 0                       | 0                       | 0              |
| Alden                   |                                     | 0                        | 0                       | 0                       | 0              |
| Amherst                 |                                     | 0                        | 0                       | 0                       | 0              |
| Angola                  |                                     | 0                        | 0                       | 0                       | 0              |
| Blasdell                |                                     | 0                        | 0                       | 0                       | 0              |
| Brant                   |                                     | 0                        | 0                       | 0                       | 0              |
| Buffalo                 |                                     | 0                        | 0                       | 0                       | 0              |
| Cheektowaga             |                                     | 0                        | 0                       | 0                       | 0              |
| Depew                   |                                     | 0                        | 0                       | 0                       | 0              |
| East Aurora             |                                     | 0                        | 0                       | 0                       | 0              |
| Eden                    |                                     | 0                        | 0                       | 0                       | 0              |
| Evans                   |                                     | 0                        | 0                       | 0                       | 0              |
| Gowanda                 |                                     | 0                        | 0                       | 0                       | 0              |
| Hamburg Town            |                                     | 0                        | 0                       | 0                       | 0              |
| Hamburg Village         |                                     | 0                        | 0                       | 0                       | 0              |
| Kenmore                 |                                     | 0                        | 0                       | 0                       | 0              |
| Lackawanna              |                                     | 0                        | 0                       | 0                       | 0              |
| Lancaster Town          |                                     | 0                        | 0                       | 0                       | 0              |
| Lancaster Village       |                                     | 0                        | 0                       | 0                       | 0              |
| Orchard Park            |                                     | 0                        | 0                       | 0                       | 0              |
| Springville             |                                     | 0                        | 0                       | 0                       | 0              |
| Tonawanda Town          |                                     | 0                        | 0                       | 0                       | 0              |
| Tonawanda City          |                                     | 0                        | 0                       | 0                       | 0              |
| West Seneca             |                                     | 0                        | 0                       | 0                       | 0              |
| Sheriff                 |                                     | 0                        | 0                       | 0                       | 0              |
| Probation Department    |                                     | 0                        | 0                       | 0                       | 0              |
| District Attorney       |                                     | 0                        | 0                       | 0                       | 0              |
| SUNY Campuses           |                                     |                          |                         |                         |                |
| State Police            |                                     |                          |                         |                         |                |
| State Thruway Police    |                                     |                          |                         |                         |                |
| Parole                  | L                                   | L                        | L                       | L                       | L              |
| Courts                  | S                                   | S                        | S                       | S                       | S              |
| Detention               |                                     | 0                        | 0                       | 0                       | 0              |
| Central Police Services |                                     | 0                        | 0                       | 0                       | 0              |
| North Tonawanda         | L                                   |                          |                         |                         |                |
| Chautauqua County       | L                                   |                          |                         |                         |                |
| Other Counties          | L                                   |                          |                         |                         |                |

0 - Operational  
S - Short Range Plan  
L - Long Range Plan



STATUS OF EMPIRE APPLICATIONS  
1979

|                         | SUPPORTIVE SUBSYSTEM |         | INVESTIGATIVE SUBSYSTEM |              | CRIME LABORATORY SUBSYSTEM |
|-------------------------|----------------------|---------|-------------------------|--------------|----------------------------|
|                         | Geocoding            | Profile | Modus Operandi          | Intelligence | Evidence Control           |
| Akron                   | 0                    | 0       | L                       | L            |                            |
| Alden                   | 0                    | 0       | L                       | L            |                            |
| Amherst                 | 0                    | 0       | L                       | L            |                            |
| Angola                  | 0                    | 0       | L                       | L            |                            |
| Blasdell                | 0                    | 0       | L                       | L            |                            |
| Brant                   | 0                    | 0       | L                       | L            |                            |
| Buffalo                 | 0                    | 0       | L                       | L            |                            |
| Cheektowaga             | 0                    | 0       | L                       | L            |                            |
| Depew                   | 0                    | 0       | L                       | L            |                            |
| East Aurora             | 0                    | 0       | L                       | L            |                            |
| Eden                    | 0                    | 0       | L                       | L            |                            |
| Evans                   | 0                    | 0       | L                       | L            |                            |
| Gowanda                 | 0                    | 0       | L                       | L            |                            |
| Hamburg Town            | 0                    | 0       | L                       | L            |                            |
| Hamburg Village         | 0                    | 0       | L                       | L            |                            |
| Kenmore                 | 0                    | 0       | L                       | L            |                            |
| Lackawanna              | 0                    | 0       | L                       | L            |                            |
| Lancaster Town          | 0                    | 0       | L                       | L            |                            |
| Lancaster Village       | 0                    | 0       | L                       | L            |                            |
| Orchard Park            | 0                    | 0       | L                       | L            |                            |
| Springville             | 0                    | 0       | L                       | L            |                            |
| Tonawanda City          | 0                    | 0       | L                       | L            |                            |
| Tonawanda Town          | 0                    | 0       | L                       | L            |                            |
| West Seneca             | 0                    | 0       | L                       | L            |                            |
| Sheriff                 | 0                    | 0       | L                       | L            |                            |
| Probation Department    |                      | 0       | L                       | L            |                            |
| District Attorney       |                      | 0       | L                       | L            |                            |
| SUNY Campuses           |                      |         | L                       | L            |                            |
| State Police            |                      |         | L                       | L            |                            |
| State Thruway Police    |                      |         | L                       | L            |                            |
| Parole                  |                      |         |                         |              |                            |
| Courts                  |                      |         |                         |              | S                          |
| Detention               |                      |         |                         |              | S                          |
| Central Police Services |                      |         |                         |              |                            |

O - Operational  
S - Short Range Plan  
L - Long Range Plan

STATUS OF EMPIRE APPLICATIONS  
1979

|                      | DETENTION SUBSYSTEM | PAROLE SUBSYSTEM | PROBATION SUBSYSTEM | COURT SUBSYSTEM | DISTRICT ATTORNEY SUBSYSTEM | PRE-ADJUDICATION SUBSYSTEM |
|----------------------|---------------------|------------------|---------------------|-----------------|-----------------------------|----------------------------|
| Akron                |                     |                  |                     |                 |                             |                            |
| Alden                |                     |                  |                     |                 |                             |                            |
| Amherst              |                     |                  |                     |                 |                             |                            |
| Angola               |                     |                  |                     |                 |                             |                            |
| Blasdell             |                     |                  |                     |                 |                             |                            |
| Brant                |                     |                  |                     |                 |                             |                            |
| Buffalo              |                     |                  |                     |                 |                             |                            |
| Cheektowaga          |                     |                  |                     |                 |                             |                            |
| Depew                |                     |                  |                     |                 |                             |                            |
| East Aurora          |                     |                  |                     |                 |                             |                            |
| Eden                 |                     |                  |                     |                 |                             |                            |
| Evans                |                     |                  |                     |                 |                             |                            |
| Gowanda              |                     |                  |                     |                 |                             |                            |
| Hamburg Town         |                     |                  |                     |                 |                             |                            |
| Hamburg Village      |                     |                  |                     |                 |                             |                            |
| Kenmore              |                     |                  |                     |                 |                             |                            |
| Lackawanna           |                     |                  |                     |                 |                             |                            |
| Lancaster Town       |                     |                  |                     |                 |                             |                            |
| Lancaster Village    |                     |                  |                     |                 |                             |                            |
| Orchard Park         |                     |                  |                     |                 |                             |                            |
| Springville          |                     |                  |                     |                 |                             |                            |
| Tonawanda City       |                     |                  |                     |                 |                             |                            |
| Tonawanda Town       |                     |                  |                     |                 |                             |                            |
| West Seneca          |                     |                  |                     |                 |                             |                            |
| Sheriff              | S                   |                  |                     |                 |                             |                            |
| Probation Department |                     |                  | S                   |                 |                             |                            |
| District Attorney    |                     |                  |                     |                 | S                           | S                          |
| SUNY Campuses        |                     |                  |                     |                 |                             |                            |
| State Police         |                     |                  |                     |                 |                             |                            |
| State Thruway Police |                     |                  |                     |                 |                             |                            |
| Parole               |                     | L                |                     |                 |                             |                            |
| Courts               |                     |                  |                     | S               |                             | S                          |
| Detention            | S                   |                  |                     |                 |                             | S                          |

O - Operational  
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## Chapter VII

# COMMUNICATIONS DIVISION

Law enforcement communications is one of the most effective mechanisms 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 or co-ordinated communications system providing dispatch and emergency back-up capabilities in a 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 its inception Central Police Services assumed the functions of grant fund administration for the MRD projects already in operation and of 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.<sup>1</sup>

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

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<sup>1</sup> Communications 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."<sup>1</sup>

Concurrent with its 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

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<sup>1</sup>Communications 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 complementing 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 its 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:

"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."<sup>1</sup>

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 express purpose of enhancing the existing 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-

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<sup>1</sup>"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 creates 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 inappropriately 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 following duties of a Complaint Writer are:

1. To accept service requests from the incoming phone lines.
2. To time stamp and complete the complaint card. Responsibility for the accuracy of complaint cards or other documents associated with complaints and codes.
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, Fire, 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 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 a video display terminal 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.<sup>1</sup>

The following table lists the number and types of calls received by the "911" Emergency Control Center during the year of 1979.

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

CALLS FOR SERVICE 1979  
911 EMERGENCY CONTROL CENTER

| Type of Call                 | Number | Type of Call                      | Number |
|------------------------------|--------|-----------------------------------|--------|
| Accident, Fatal              | 11     | Miscellaneous Arrests             | 7,299  |
| Accident, Injury             | 3,032  | Missing Person                    | 1,357  |
| Accident, No Injury          | 10,071 | Missing Person, Juvenile          | 1,888  |
| Alarm of Fire                | 12,172 | Molesting                         | 149    |
| Ambulance                    | 10,067 | Motorist, Stranded                | 647    |
| Animal Bite                  | 2,396  | Narcotics                         | 844    |
| Animal Death                 | 502    | Neighbor Dispute                  | 2,366  |
| Animal Nuisance              | 4,577  | Officer, Backup                   | 42     |
| Arson                        | 123    | Officer, Help (Urgent)            | 139    |
| Assault                      | 6,098  | Officer, Pickup                   | 49     |
| Assault, Deadly Weapon       | 913    | Parking, Illegal                  | 28,954 |
| Assist Citizen               | 16,460 | Patrol Increase                   | 6      |
| Attractive Nuisance          | 203    | Peeping Tom                       | 34     |
| Bicycles, Stolen & Recovered | 1,978  | Person Down                       | 2,264  |
| Bomb Scare                   | 182    | Person Soliciting                 | 58     |
| Break, Water, Gas, Sewer     | 484    | Phone Calls                       | 299    |
| Burglary                     | 9,289  | Police Car Stolen                 | 11     |
| Burglary Alarm               | 14,025 | Prostitution                      | 331    |
| Burglary in Progress         | 5,963  | Prowler                           | 2,243  |
| Child Neglect                | 303    | Purse Snatch                      | 932    |
| Dead Body                    | 303    | Rape                              | 432    |
| Dead Body, Floater           | 11     | Rape, Attempted                   | 69     |
| Death Message or Emergency   | 39     | Rescue                            | 12,566 |
| Disorderly Conduct           | 169    | Robbery, Armed                    | 826    |
| Domestic Trouble             | 12,864 | Robbery, Strong Arm               | 1,248  |
| Drunk                        | 2,742  | Shoplifting                       | 1,478  |
| Explosion                    | 22     | Shots Fired                       | 1,324  |
| Fight                        | 7,313  | Sidewalk Damage                   | 19     |
| Fire Follow Up               | 1,868  | Speeding or Racing                | 1,447  |
| Forgery                      | 140    | Stop Sign Down                    | 220    |
| Found Report                 | 955    | Street Light Out                  | 57     |
| Gambling                     | 592    | Suicide or Attempt                | 614    |
| Gangs                        | 1,148  | Suspicious Person, Check Activity | 4,796  |
| Gun, Subject with a          | 2,798  | Suspicious Person & Vehicle       | 2,190  |
| Hit and Run (All)            | 3,961  | Theft                             | 12,274 |
| Homicide (See Dead Body)     | 8      | Threat                            | 6,437  |
| Indecent Exposure            | 371    | Tow Truck                         | 46     |
| Injured/Sick Person          | 4,540  | Traffic Arrests                   | 1,058  |
| Juvenile, Disturbance        | 12,745 | Traffic Hazard, Congestion        | 2,504  |
| Juvenile, Found              | 147    | Traffic Light Out                 | 2,385  |
| Juvenile, Incurigible        | 113    | Trespassing                       | 562    |
| Kidnapped                    | 98     | Trouble, Unknown                  | 2,846  |
| Knife, Subject with a        | 1,018  | Unauthorized Use of Vehicle       | 7,053  |
| Labor Dispute                | 60     | Unwelome Guest                    | 4,476  |
| Landlord/Tenant Trouble      | 1,961  | Vehicle, Abandoned                | 7,778  |
| Liquor Violations            | 68     | Wagon Call                        | 1,679  |
| Loss Report                  | 771    | Welfare, Check the                | 1,880  |
| Loud Music or Noise          | 12,208 | Wire Down or Arcing               | 481    |
| Malicious Mischief           | 14,623 | Void                              | 751    |
| Mental Cases                 | 2,478  |                                   |        |
| Miscellaneous                | 7,659  |                                   |        |

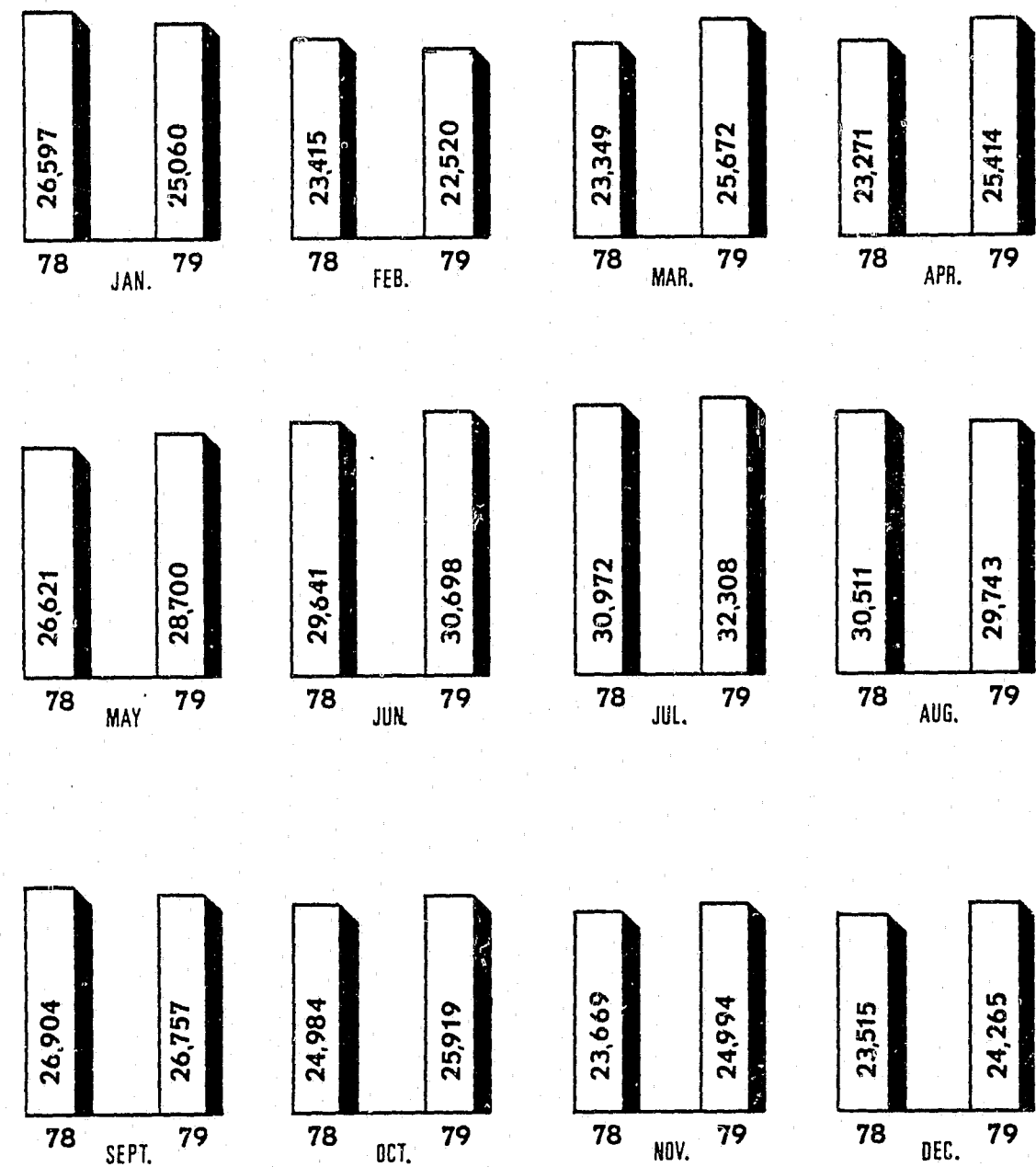
TOTAL:

322,050

Source: Buffalo Police Dept. Annual Report - 1979.

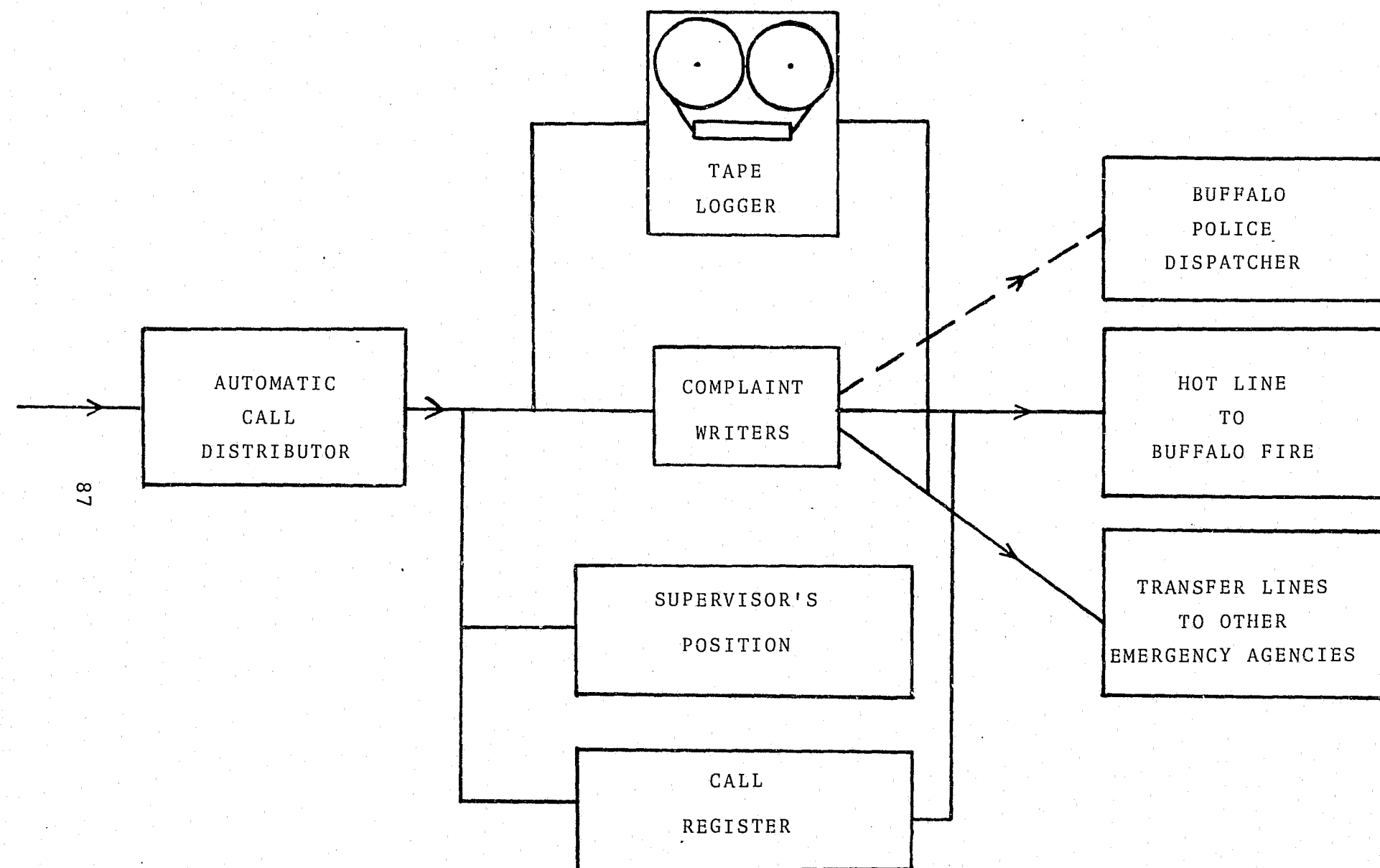
# CALLS FOR POLICE SERVICE monthly

TOTAL CALLS- 1978- 313,449    1979- 322,050



# CONTINUED

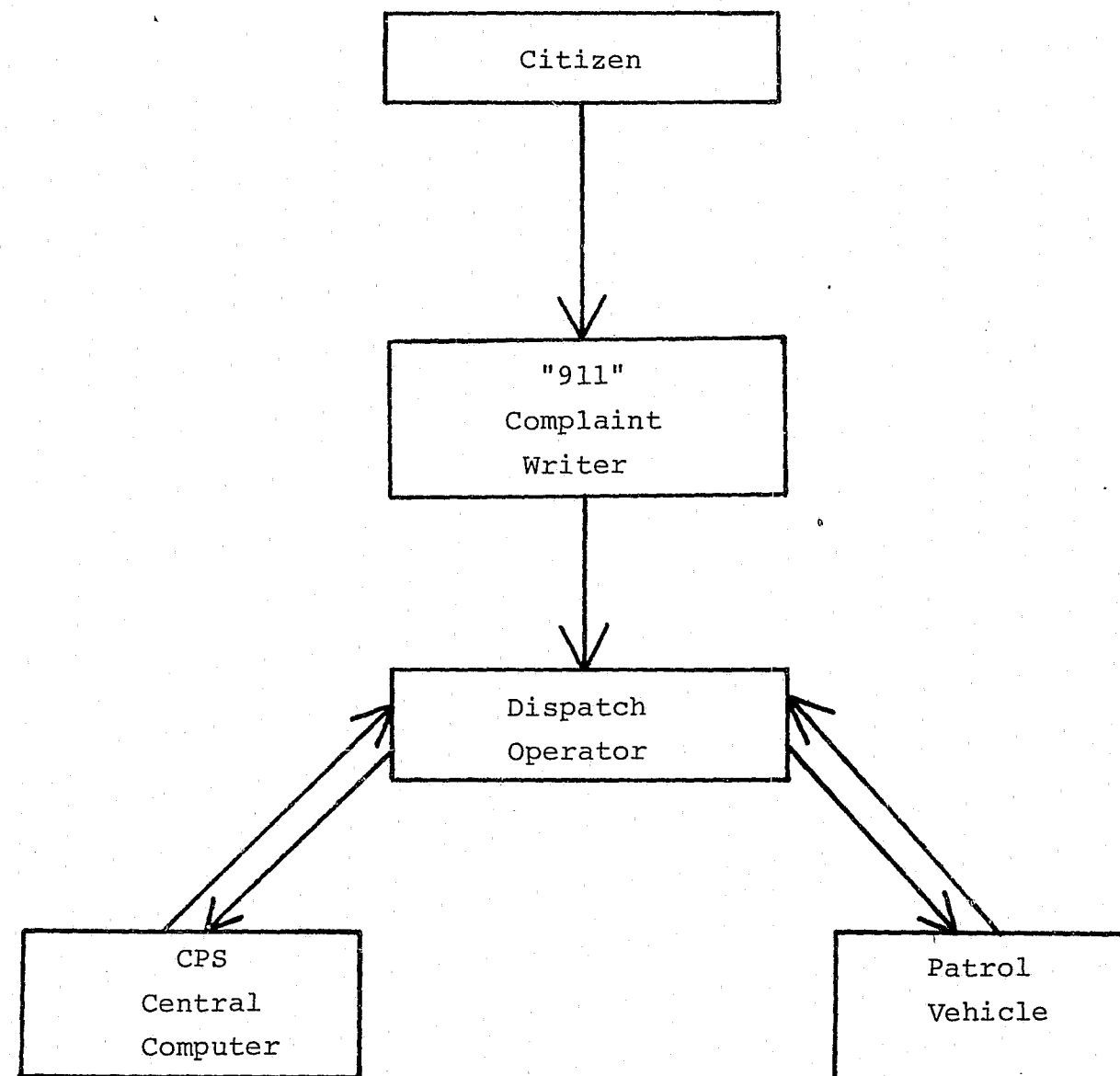
# 1 OF 2



FLOW WITHIN THE "911" EMERGENCY CONTROL CENTER



FLOW WITHIN A COORDINATED LAW ENFORCEMENT  
COMMUNICATIONS SYSTEM



Radio Network Development

In addition to the "911" Bureau 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 financed a developmental project to formulate a communications plan for a coordinated police communications network for all law enforcement agencies in Erie County.

This funding provided 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 is the implementation of a local law enforcement communications program for the total law enforcement community that will provide the following capabilities:<sup>1</sup>

- "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.

<sup>1</sup> "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.

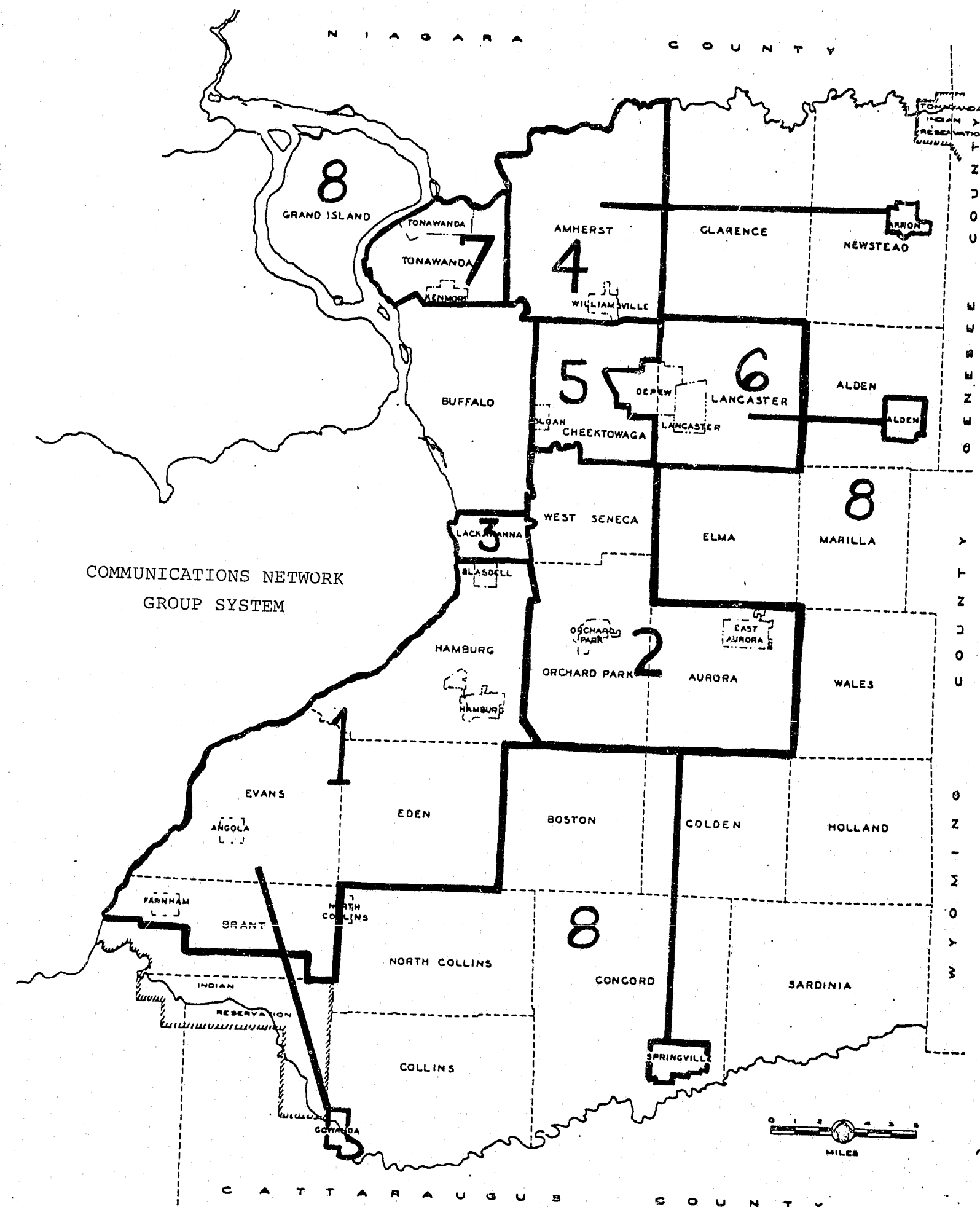
The foundation of the law enforcement communications network is a configuration of the Erie County police departments into a coordinated system on a "grouping" arrangement basis. Eight groups of agencies have been established as follows: (See also following Exhibit)

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



Group 5 - Town of Cheektowaga

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 and tower for the Group 1 agencies and the first phase of the county-wide channel will be installed in early 1980. The completion of the mandated system engineering and documentation work for all other groups is also expected in late 1980 or early 1981. At this point the Communications Division will have attained its objective in designing the much-needed radio network, however, continuation of the implementation aspect will wholly depend on the ability to secure the necessary funding.

DEPARTMENT OF CENTRAL POLICE SERVICES  
MOBILE RADIO DISTRICT PLAN (MRD)  
STAGES OF DEVELOPMENT

KELLY DESIGN - 1971

- Partial Implementation - 1973
- 100 County Employees at \$2,000,000 Per Year
- Dispatching Arrangements Unacceptable to Several Police Departments

CENTRAL POLICE SERVICES COMMUNICATIONS STUDY - 1974

- Local Dispatching
- No Channel Sharing
- County to Provide Radio Maintenance - 15 Employees
- Not Fundable by the Division of Criminal Justice Services (D.C.J.S.)

D.C.J.S. PROPOSAL - 1975

- Provide Consultant/Engineering Assistance
- Update Kelly Design in Acceptable Form
- Departments to Form Groups Capable of Working Together
- Dispatching to be Local Option

ELIGIBILITY FOR FUNDING

- Groups Must be Formed for Grant Purposes
- System Design Must Include:
  - Channel Sharing
  - Centralized or Coordinated Dispatching
  - Inter-departmental Communications
  - Approximately 40 Mobiles Per Dispatch Channel

# ERIE MRD RADIO OPERATION PLAN

## GENERAL

The attached table shows the radio channel arrangement for patrol cars and hand-held (HT) units for police services in the Erie MRD. The object of this arrangement, as well as the configuration of base station equipment of all agencies is to provide the capability for communications between agencies, yet to provide localized operations on an ordinary day-by-day basis with dispatching operations conducted according to local arrangements.

For efficient utilization of four radio channels to occur requires local agencies to adhere to these basic operational assignments:

Channel 1- Switching from the main operational channel (s), channel 1 or channel 2, is permitted only upon express permission from the parent agency's dispatcher.

Channel 2- As determined by the MRD Committee.

Channel 3- As determined by the MRD Committee

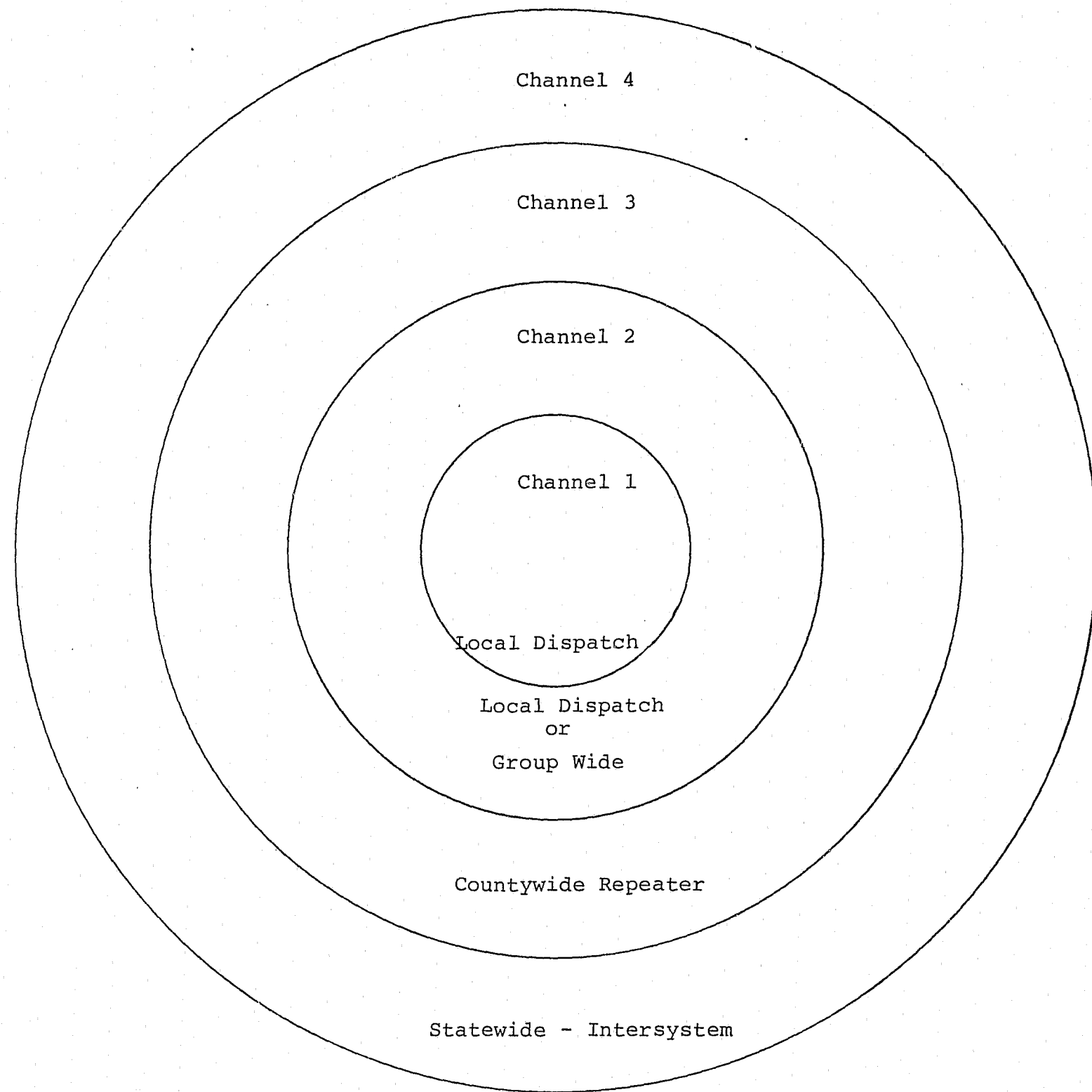
Channel 4- Operation on the Intersystem channel is limited to communication between different agencies; no communication between base and mobile or HT units is permitted unless under the direction of a field commander coordinating communication at the scene of a disaster or other joint operation.

## MOBILE AND PORTABLE UNIT CHANNELS VHF Equipped Departments

| Channel                      | Use                        | Transmit  | Mobile Units |         | TCS |
|------------------------------|----------------------------|-----------|--------------|---------|-----|
|                              |                            |           | TCS          | Receive |     |
| 1                            | Local Dispatch             |           |              |         |     |
| 2                            | Local or<br>Adjacent Group |           |              |         |     |
| 3                            | County Repeater            | 155.970   | SEL          | 155.580 | OFF |
| 4                            | Intersystem                | 155.370   | OFF          | 155.370 | OFF |
| HT (Handheld) Units (2 Watt) |                            |           |              |         |     |
| 1                            | Local Dispatch             |           |              |         |     |
| 2                            | Unlisted<br>Tactical       |           |              |         |     |
| 3                            | County Simplex             | 155.580   |              | 155.580 |     |
| 4                            | Intersystem                | 155.370   | OFF          | 155.370 | OFF |
| HT (Handheld) Units (5 Watt) |                            |           |              |         |     |
| 1                            | Local Dispatch             |           |              |         |     |
| 2                            | Local or<br>Adjacent Group |           |              |         |     |
| 3                            | County Simplex             | 155.580   |              | 155.580 |     |
| 4                            | Intersystem                | 155.370   | OFF          | 155.370 | OFF |
| UHF Equipped Departments     |                            |           |              |         |     |
| Mobile Units                 |                            |           |              |         |     |
| 1                            | Local Dispatch             |           |              |         |     |
| 2                            | Local or<br>Adjacent Group |           |              |         |     |
| 3                            | County Repeater            | 465.075** | C*           | 460.075 | C*  |
| 4                            | Spare                      |           |              |         |     |
| HT (Handheld) Units (2 Watt) |                            |           |              |         |     |
| 1                            | Local Dispatch             |           |              |         |     |
| 2                            | Local or<br>Adjacent Group |           |              |         |     |
| 3                            | County Repeater            | 465.075** | C*           | 460.075 | C*  |
| 4                            | Unlisted<br>Tactical       |           |              |         |     |
| HT (Handheld) Units (4 Watt) |                            |           |              |         |     |
| 1                            | Local Dispatch             |           |              |         |     |
| 2                            | Local or Adjacent Group    |           |              |         |     |
| 3                            | County Repeater            | 465.075** | C*           | 460.075 | C*  |
| 4                            | Repeater Talk-A-Round      |           |              |         |     |

\* TCS (Tone Coded Squelch) "C" = 151.4 Hz

\*\* Proposed, currently used by Erie County Sheriff's Dept.



BASIC FOUR CHANNEL COMMUNICATIONS PLAN (VHF)

## ERIE MRD COUNTYWIDE CHANNEL OPERATIONS PLAN

### I. PURPOSE:

The purpose of this plan is to enhance Law Enforcement operations conducted within the County of Erie by designing a common countywide radio channel serving all police departments and defining the access to and use of this channel and operational procedures.

### II. SYSTEM CONFIGURATION

Due to the frequency separation between agencies conducting operations on the VHF and UHF bands, the countywide channel consists of a countywide VHF channel (155.580/155.970 MHz) and and countywide UHF channel (460.075/465.075 MHz) (proposed) inter-connected for cross-band repeater operation.

The system design provides car-to-car communications between all VHF and UHF mobile units and local dispatcher access to all cars and other dispatchers.

Each dispatch center will have access to the countywide channels (repeater) via a control station providing dispatcher-to-dispatcher and dispatcher-to-car capability. Each mobile unit will have access to countywide channels (repeaters) for car-to-car and car-to-dispatcher communications capability.

In addition to countywide repeater operations, each dispatch center has the capability of simplex operation on the VHF countywide repeater output frequency (155.580 MHz) for local base-to-portable, base-to-base and portable-to-portable operations. (VHF portables only.)

Each VHF portable (hand-held) unit is equipped for simplex operations with local dispatchers. Agencies within portable coverage areas of county repeaters may crystal VHF portable units for repeater operation at their option. Each UHF portable will be equipped for repeater operation.

### III. OPERATIONS

The countywide (repeater) channel shall normally be a "quiet" channel and used for:

1. Direction and control of agencies and elements participating in combined forces or joint operations and inter-agency car-to-car communications (non-administrative only).
2. Tactical or other (pursuit, etc.) operations which may be anticipated to cross jurisdictional boundaries.
3. Alerting neighboring agencies of incidents or subjects which may enter their jurisdiction or to request assistance.
4. General broadcasts and alerts (non-administrative only).
5. Coordination during emergency or disaster situations.
6. Any emergency situation where another local channel is not available.

### IV. FEDERAL COMMUNICATIONS COMMISSION LICENSING:

1. All police agency participants in the Erie Law Enforcement Mobile Radio District will be licensed for base, mobile and portable operations on the countywide police channel.

2. Requests from all other agencies for authority to operate on the channel will be referred to a committee comprised of representatives of the Erie County Chiefs of Police, Erie County Sheriff's Office, City of Buffalo Police Department and Central Police Services for consideration. This committee will provide guidance and establish or modify policy governing the implementation and operations of this plan.

3. This operations plan will be presented to the Central Police Services Board of Trustees for final approval.

### V. TECHNICAL ASSISTANCE:

Technical assistance and guidance to this committee will be provided by Central Police Services.

### VI. RESPONSIBILITIES

Day to day supervision of this plan and coordination will be provided by Central Police Services. It shall be the responsibility of each agency's chief administrative officer to ensure proper operations of his units on the countywide channel and conformance to established rules and guidelines.

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.<sup>1</sup>

<sup>1</sup> Central 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); Erie MRD Radio Operational Plan, Central Police Services, (Erie County, N.Y., March 1977); Assessment of Erie County Radio Communications System, Applications Research Corporation, (Erie County, N.Y., November 1977).

## 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 essential to the needs of 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 viz., the public, courts, legislative bodies and law enforcement. The training of law enforcement officers at all levels is seen not as a community expense but as really a community investment in efficient government. A community presents to an officer the authority to maintain discipline within its society and as we know, 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. Those qualified by experience 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, productivity, personnel policies and 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 competency.

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 its 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.

#### History of Division

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 became fully operational on January 1, 1974.

By centralizing training programs Central Police Services eliminated the previous unnecessary duplication of programs and standardized the training of police officers throughout the county. Recruiting prerogatives fall within the realm of local agencies from civil service lists prepared by the county and the several cities.

The Training Academy is most fortunate to have a professionally qualified staff of assigned personnel. Guest instructors, 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 Central Police Services Law Enforcement Training Academy is located at the Erie County Community College South Campus, 4140 Southwestern Blvd., Orchard Park, N.Y. 14127. Courses offered are designed to give college level training of a specialized nature and enable those police officers interested in higher education to prepare themselves for administrative responsibilities and utilization of modern police procedures.

The course curriculum is based on a balanced police science program of academic subjects and police science technical subjects for a well rounded development of the officers.

Higher education program objectives are designed as follows:

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 Basic Course curriculum. Current needs require two Basic Courses per year.

| <u>Classification</u>                  | <u>Hours</u> |
|--|--------------|
| Administrative Procedures              | 32           |
| Administration of Justice              | 15           |
| Police Proficiency                     |              |
| Part I - Emergency Care, 1st Responder | 40           |
| Part II - Physical Training            | 42           |
| Part III - Firearms                    | 57           |
| Part IV - Defensive Tactics            | 35           |
| New York State Penal Law               | 35           |
| New York State Criminal Procedure Law  | 22           |
| Traffic Laws and Controls              | 66           |
| Criminal Investigation                 | 58           |
| Patrol Procedures and Techniques       | 63           |
| Community Relations                    | 11           |
| Miscellaneous Laws                     |              |
| (a) Constitutional Law                 | 13           |
| (b) Juvenile Law and Procedures        | 4            |
| (c) Others                             | 2            |
| Electives                              | 13           |
| Supervised Field Training              | 40           |
| Class Hours                            | 548          |
| Assigned Project Hours                 | 117          |
| TOTAL                                  | 665          |

Other courses given during 1979.

BREATHALYZER MAINTENANCE SCHOOL (held twice during the year)  
 BASIC FINGERPRINT  
 BREATHALYZER OPERATOR COURSE (held twice during the year)  
 BASIC INVESTIGATOR SCHOOL  
 DRUG LAW ENFORCEMENT SEMINAR  
 APPLIED CRIMINOLOGY  
 CRASH MANAGEMENT/ACCIDENT INVESTIGATION - TECHNICAL COURSE (held twice during the year)  
 ADVANCED LATENT FINGERPRINT COURSE  
 ARSON INVESTIGATION COURSE (held twice during the year)  
 CORRECTION'S OFFICERS COURSE - PHASE I  
 SELECTIVE ENFORCEMENT COURSE (held twice during the year)  
 DEFENSIVE TACTICS  
 BASIC CRASH MANAGEMENT  
 POLICE MANAGEMENT  
 ADVANCED CRASH MANAGEMENT  
 INTERMEDIATE CRASH MANAGEMENT  
 WHITE COLLAR CRIMES INVESTIGATION  
 13th POLICE SUPERVISION COURSE  
 PRACTICAL COURSE IN BOMB SCENE INVESTIGATION  
 RAPE SEMINAR  
 BREATH TEST OPERATOR REFRESHER (held twice during the year)  
 CRIME SCENE AND PHYSICAL EVIDENCE

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

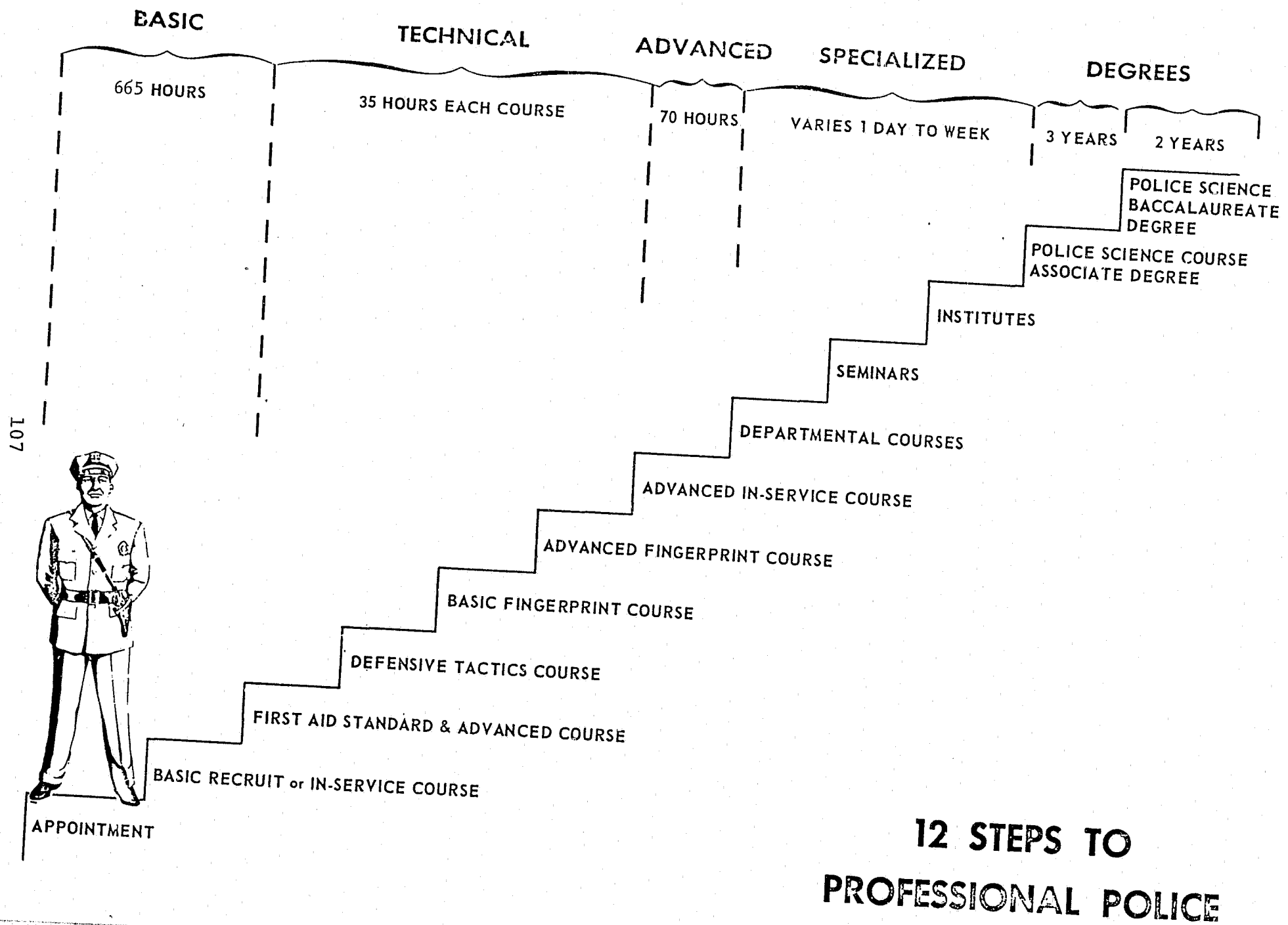
Delmar Publications

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)



Since January 1, 1974 the Academy has conducted a series of training programs 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 maintains a Criminal Justice/Law Enforcement Reference Library obtained through Federal assistance. Over five hundred (500) Criminal Justice/Law Enforcement reference textbooks and studies are available for use by local officers. In addition, the Academy has increased its inventory of training films and audio-visual equipment allowing expansion of its Audio Visual Library for training purposes and use by area law enforcement agencies.

Stabilization of Academy staff at 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 (1979) when a series of 30 courses was given with a total student registration of 733 students participating in Academy programs. A total of 2207 course hours were registered resulting in 70,018 training hours (classroom and field).

Central Police Services gratefully acknowledges the cooperation of Erie Community College South Campus in providing the 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.<sup>1</sup>

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<sup>1</sup>Centralized 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, 1979, Erie County Department of Central Police Services Law Enforcement Training Academy.

## 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 rates 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 or 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.

"Police departments in most of the United States lack scientific and technical crime solving aids that are essential to effective law enforcement."<sup>1</sup> This was the situation about twelve 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, consummate 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 of 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 (now the Erie County Medical Center) and the City of Buffalo Police Laboratory. The design study reflected the varying levels of comprehensiveness of services provided by these facilities.

Briefly, the study revealed that:<sup>2</sup>

"the City of Buffalo Police Laboratory contained the broadest range of forensic services from a single

<sup>1</sup>The Presidents Crime Commission on Law Enforcement, 1967.

<sup>2</sup>Erie and Niagara Counties Regional Planning Board, et.al., Study Design for a Regional Forensic Laboratory Program, Dec. 1971 pp. 12-15

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 with 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. Director Robert E. Perrigo, with over twenty-five years of crime laboratory experience, has served in that administrative capacity for 13 years.

The Department is fortunate to have the services of ten 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 actual 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 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 25 - 35 new cases per day.
2. Breakdown of work performed during 1979:\*
  - 165,500 examinations of controlled substance (drugs)
  - 6,800 examinations of Analysis Anonymous
  - 26,000 examinations of blood analysis
  - 60,600 examinations in homicide, rape, & arson, etc., investigations
  - 64,500 examinations in ballistics
  - 323,400 examinations TOTAL

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

## SUMMARY OF ACTIVITY - 1979

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-six (56) agencies submitted the following cases to the Laboratory during 1979.

|                    |                  |
|--------------------|------------------|
| Chemistry Section  | 3166             |
| Analysis Anonymous | 85               |
| Ballistics Section | <u>792</u>       |
|                    | 4043 Total Cases |

The 4043 cases included the following:

### BALLISTICS SECTION

|                      |            |
|----------------------|------------|
| Firearms             | 898        |
| Bullets without guns | <u>195</u> |

### CHEMISTRY SECTION

|                 |           |
|-----------------|-----------|
| Homicide        | 70        |
| Alcohol Content | 39        |
| Blood & Urine   |           |
| (Alc. & Drug)   | 202       |
| Rape            |           |
| Sexual Assault  | 310       |
| Arson           | 19        |
| Hit & Run       | 129       |
| Assault         | 48        |
|                 | <u>50</u> |

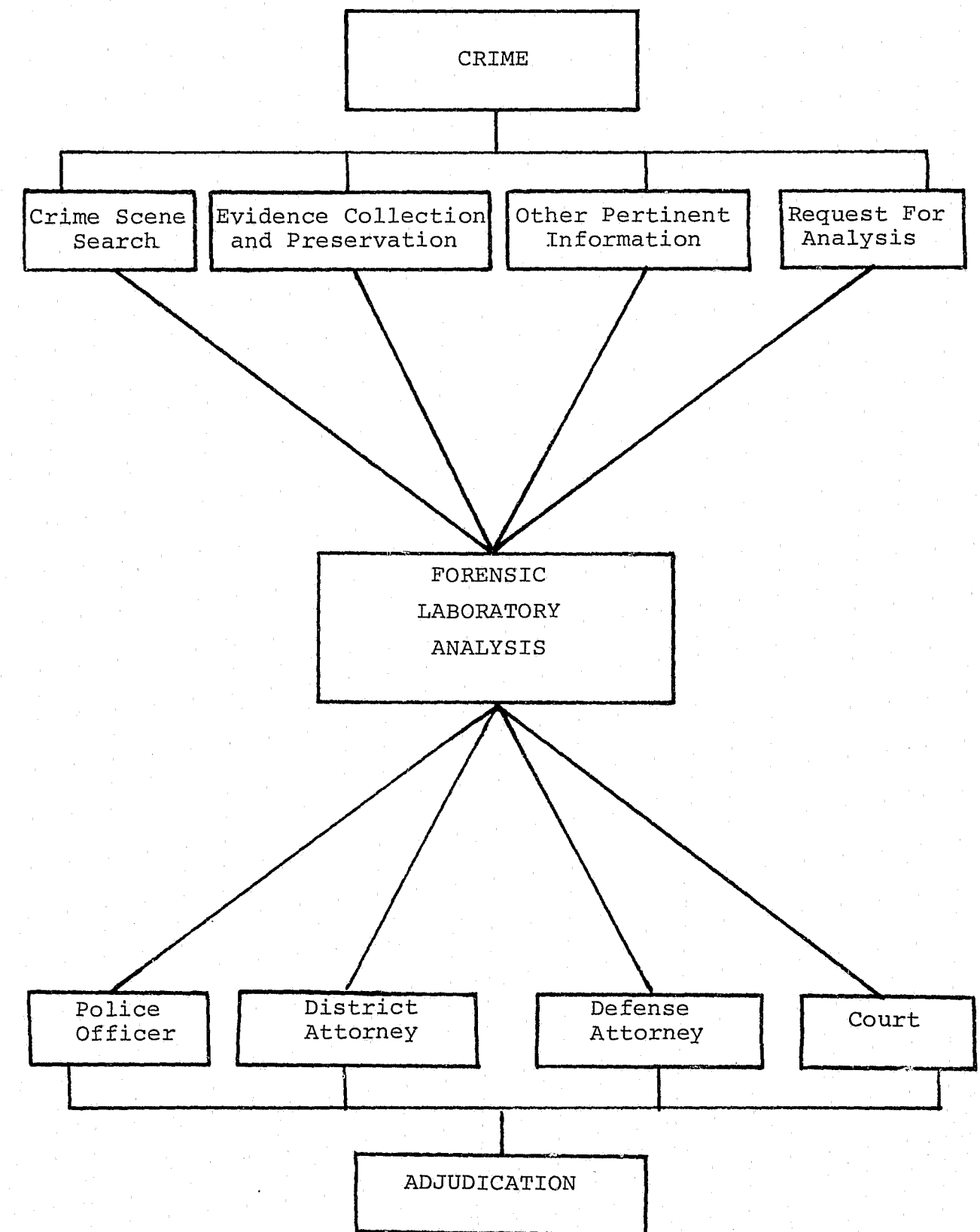
|                       |      |
|-----------------------|------|
| Burglary              | 40   |
| Robbery               | 6    |
| Bombs & Explosives    | 4    |
| Miscellaneous         | 44   |
| Controlled Substances | 2172 |
| Marijuana             | 1474 |
| Other Drugs           | 995  |

Using this criteria, the workload indicates that 80,860 items requiring 323,400 examinations were processed by the Laboratory.

Laboratory personnel appeared in Court 103 times during 1979.

Source: Central Police Services Forensic Laboratory Annual Report - 1979.

# 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-six Criminal Justice Agencies submitted evidence to the laboratory in the year 1979. While operating 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 equally divided 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 1979 report shows 323,400 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.<sup>3</sup>

<sup>3</sup>Study 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 thru 1979, Central Police Services

## 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

Originally located in the Edward A. Rath County Office Building, in May of 1976 the Administrative offices along with the Information Systems Division were relocated to a more accommodating, historically prominent structure known as the Weed Building. The Nanodata Corporation assumed ownership of this building in 1979.

The Central Police Services Administrative function includes the Commissioner's office and the Administrative staff. 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.

Under authority vested by Erie County Local Law No. 12-1972 which established 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 Countywide 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. Another special project involving the Commissioner was the Major Cases Squad Committee study which recommended deployment of fifteen volunteer investigators from several contributing law enforcement agencies who would provide their expertise and manpower upon request by a police head of any municipality within the County. The Committee's report is now before the Legislature. It is considered a major enhancement to providing investigative support services to agencies with manpower limitations on a needed basis.

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.

Each of the four CPS divisions has further refined its service commitment by establishing sub-committees consisting of persons with expertise from law enforcement, the judiciary, District Attorney's office, academia and industry. Recommendations of these sub-committees require CPS Board of Trustees approval in major areas of performance.

In addition to providing services to law enforcement agencies, Central Police Services is assisting several non-criminal justice

related county agencies (Mental Health, Traffic Safety, Social Services) in their efforts to provide better services to the citizens of Erie County.

The 911 Communications Center 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.

Upgrading certain 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.

Central Police Services has implemented a computerized Operation Identification program serving the general public. This program requires voluntary marking of valuables with identifying numbers which are entered into the computer base for purposes of prompt identification and retrieval by law enforcement agencies. The Operation Identification program currently contains over 32,000 entries.

After three years of preliminary operations, the Department now has fully implemented the managerial application of Management by Objectives and Results (MOR) throughout all levels of the Department. The first year of actual implementation (1978) produced an MBO Performance Agreement which will further professionalize and orient the CPS structure to a better managed and cost conscious 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 will receive mobile radio equipment by spring of 1980. A VHF countywide repeater system will also be implemented within such time frame.
3. Establish a Central Communications Center including: dispatchers to back up agencies in an emergency; a county-wide communications control point; 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. Continue to implement with the District Attorney a LEAA grant known as the Prosecutor's Management Information System (PROMIS) which will provide a tracking system covering a defendant from arrest through disposition.
4. Expanding the network by providing a computer terminal and printer to Pre-Trial Services to preclude costly detention of minimal risk offenders, assisting the courts and limiting requests upon law enforcement agencies for data captured through the terminal system.

These programs are seen as future priorities by each division director which require formulating into an operational plan prior to submission to the Board of Trustees for their consideration. Legislative and Executive approval are, in most instances, required before these projects become realities. Finally, as with other programs, the availability of financial assistance from the United States Department of Justice Law Enforcement Assistance Administration (LEAA) will be a prime factor in implementing future plans.

#### Commentary

Central Police Services illustrates the development of an effective two-tier form of government service structure. This County managed 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 system, law enforcement communications and a forensic crime laboratory. These services require expensive equipment and specialized personnel. Duplication of these functions at the local level would result in needless fragmentation and inflexibilities and ultimately reduce the effectiveness of law enforcement throughout the County.

Coordinating many local organizations for a common purpose is the most difficult of all governmental undertakings. The Central Police Services concept duly recognizes these equally important community components of government. Localities have retained complete control over policies of local concern such as personnel selection and development, patrolling policy and the delivery of police services to their respective communities. The dangers of over-centralization and of a 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 of oversimplification to consolidate police services.

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 functions and consolidation of existing 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.

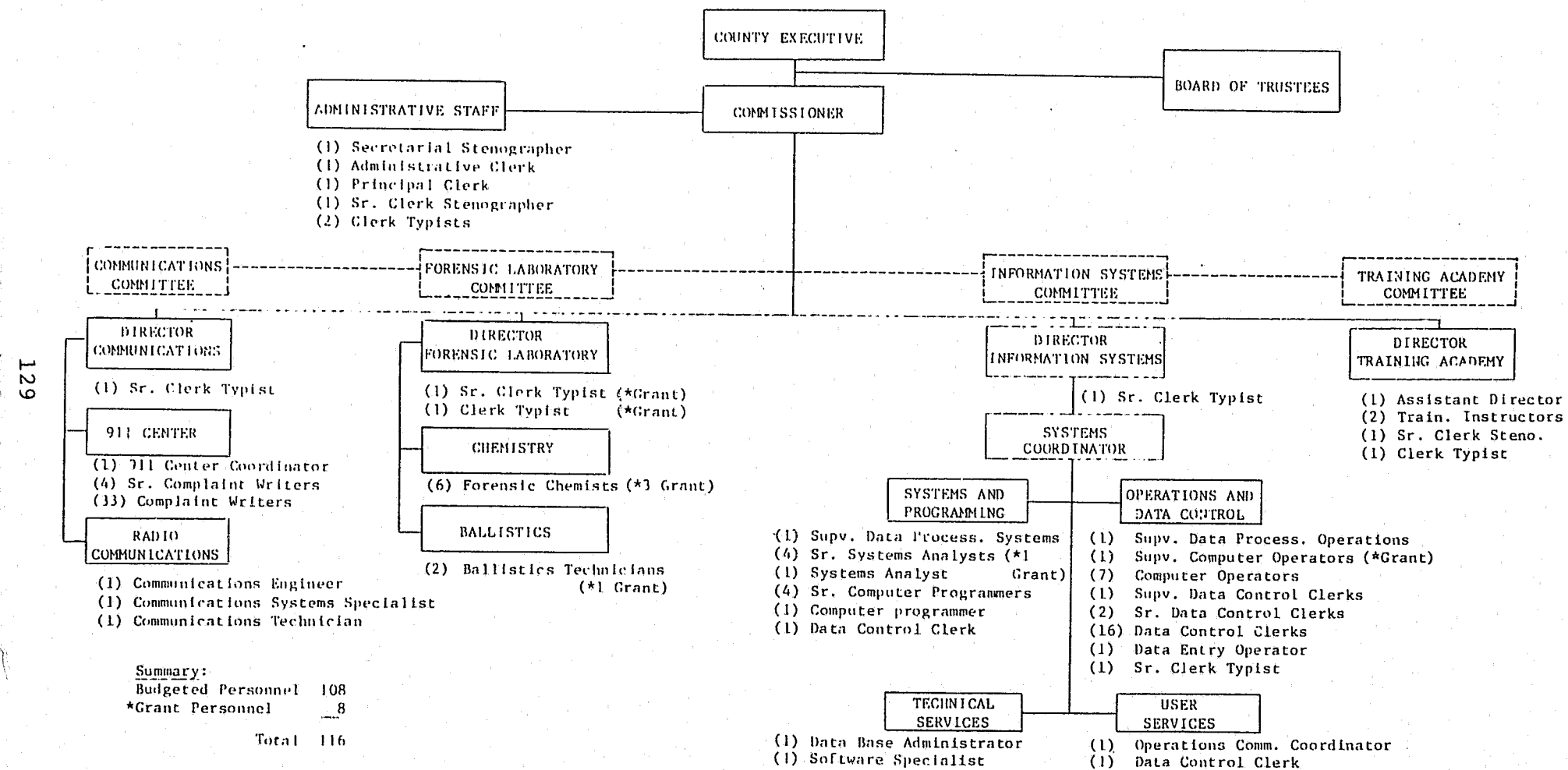
The degree of success achieved by Central Police Services in Erie County is dependent upon the support of the entire community - law enforcement, government, judiciary, the press and the general public. Token expressions of willingness to cooperate are not sufficient. The willingness must be wholehearted and deliberate. Prior to the establishment of the agency, the various political subdivisions and their constituents were informed of local law enforcement problems and conditioned with data over a period of several years. The referendum on developing a metropolitan police agency publicized the deleterious effects of fragmentation upon law enforcement in the County yet there remained 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 continued to emphasize this 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 of which appear to be minor and insignificant, while 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



5/1/80

CENTRAL POLICE SERVICES

BOARD OF TRUSTEES

| <u>TRUSTEE</u>   | <u>TERM</u>             |
|--|-------------------------|
| HON. G. JAMES FREMMING<br>Erie County Legislature          | Dec. 1972 to Dec. 1974  |
| HON. STANLEY H. ZAGORA<br>Erie County Legislature          | Jan. 1975 to Dec. 1977  |
| HON. HENRY G. GOSSEL<br>Erie County Legislature            | Jan. 1978 to Dec. 1978  |
| FRANK N. FELICETTA<br>Commissioner, Buffalo Police         | Dec. 1972 to March 1973 |
| THOMAS R. BLAIR<br>Commissioner, Buffalo Police            | April 1973 to Dec. 1977 |
| JAMES B. CUNNINGHAM<br>Commissioner, Buffalo Police        | Jan. 1978 to present    |
| MICHAEL A. AMICO<br>Erie County Sheriff                    | Dec. 1972 to Dec. 1976  |
| KENNETH J. BRAUN<br>Erie County Sheriff                    | Jan. 1977 to present    |
| EDWARD MORGAN<br>Professor, Buffalo State College          | Dec. 1972 to Feb. 1976  |
| DR. GEORGE A. LANKES<br>Erie Community College             | March 1976 to present   |
| WILLIAM J. FRAWLEY<br>Inspector, Buffalo Police            | Dec. 1972 to present    |
| HON. EUGENE B. WOODARD<br>Supervisor, Town of Orchard Park | Dec. 1972 to present    |
| HERBERT E. ZIMMERMAN<br>Chief, Amherst Police              | Dec. 1972 to present    |
| HON. L. WILLIAM PAXON<br>Erie County Legislature           | Jan 1979 to present     |

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