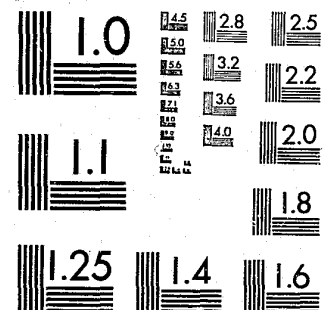


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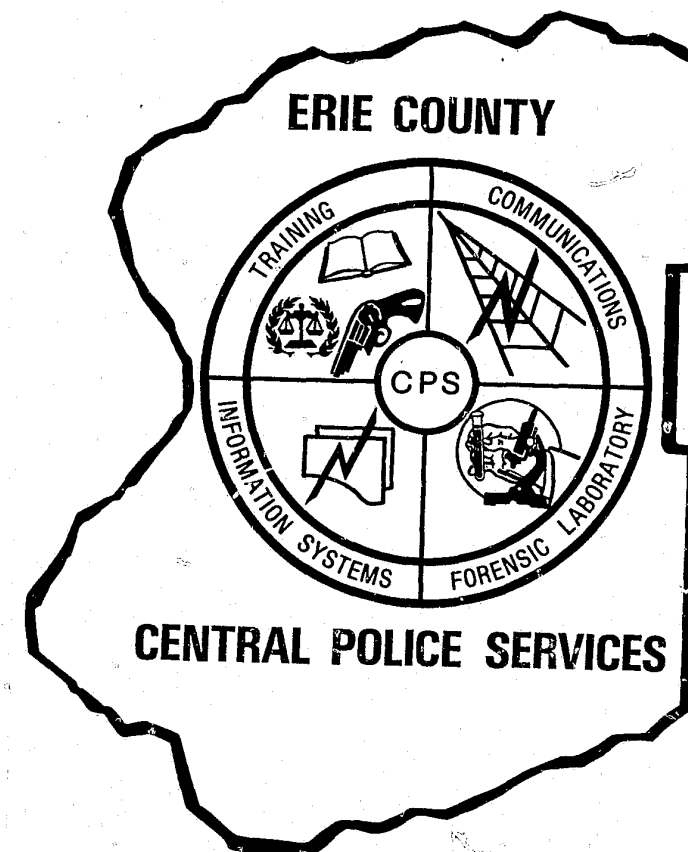
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STAFF REPORT

1982

87459



Edward J. Rutkowski
County Executive

Stanley M. Bolas
Commissioner

U.S. Department of Justice
National Institute of Justice

87459

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County of Erie

EDWARD J. RUTKOWSKI
COUNTY EXECUTIVE

ACQUISITIONS


PHONE: 716-846-8500

August 4, 1982

In these times of very real fiscal constraints, police agencies have been compelled to seek innovative ideas to maintain services and, at the same time, reduce the burden on taxpayers. The citizens of this country have clearly expressed a desire to reduce the cost and size of government at all levels, and government leaders have responded by developing systems to reduce costs, increase productivity and deliver high quality services.

Crime continues to maintain its forceful grip on our social order. It 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 specialty 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 nine years of existence, this uniquely structured department has demonstrated its effectiveness in improving the ability of local police agencies to combat crime 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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Much credit is due to Erie County Executive Edward J. Rutkowski for his 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 Central Police Services Board of Trustees, for their timely resolve of many intricate problems confronting an innovative system, and Assistant County Attorney James Tuppen for his legal expertise.

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, the Sheriff's Union 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.

There is nothing more permanent than change and a candle that lights another candle loses nothing of itself. This report is produced with these views in mind.

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

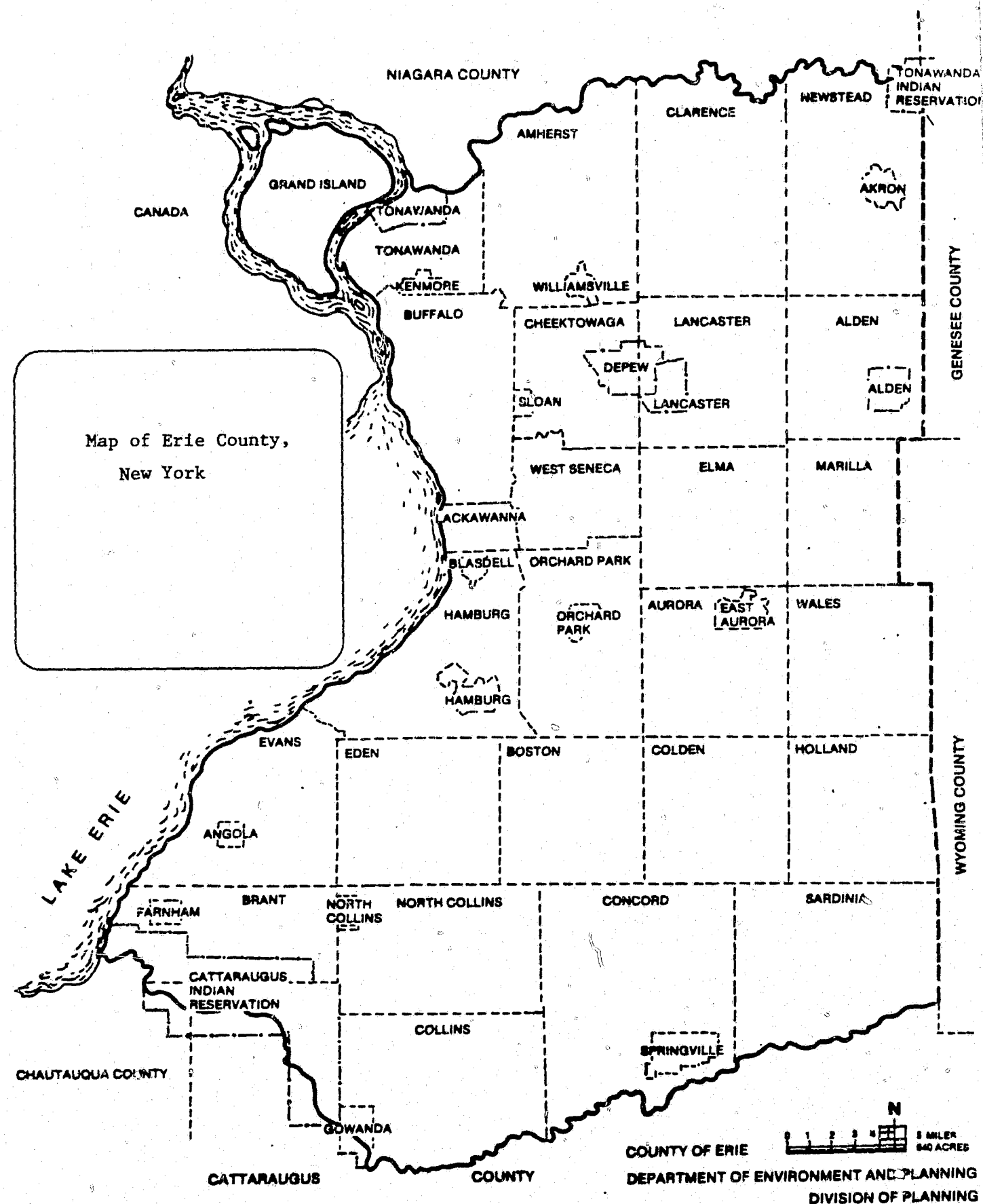
ENVIRONMENT

Description of Erie County

Erie County is located in the western part of the State of New York at the eastern end of Lake Erie. Erie County contains 1,058 square miles with 1,015,472 people (1980). The largest city, Buffalo, has a population of 357,870 (1980). The population is centered around Buffalo, Lake Erie to the south and to Niagara Falls northward. Population has been trending away from the city to the suburbs.

Erie County is composed of a wide mixture of both heavy and light industry and commerce. Many large shopping centers exist in the suburban areas and many commercial strips abound along major thoroughfares. The eastern and southern portions of the County include mainly agricultural properties of varied crops, orchards and dairies. Urban area vehicular transportation is served with both inner and outer expressway loops and overall County traffic, from east to south, by the New York State Thruway. A major light rail rapid transit system is presently under construction to provide urban mass transportation. Major health and educational facilities are located throughout the area. A wide variety of ethnic backgrounds exist throughout the community with a large concentration of peoples of Italian, Polish and Black extraction. Residential property ranges from a high concentration of older two-story homes in the city, many of which are now multi-family dwellings, to many sub-divisions of single family houses in the surrounding suburbs. A fairly large quantity of both old and new apartments are found, but few of the high-rise type.

The County has an executive and legislative form of government. The County Executive is separately elected by the people for a four year term. The Erie County Legislature consists of seventeen members elected for two year terms. The Legislature meets regularly on the first and third Thursdays of every month. The County is on a January to December fiscal year. The 1982 total budget for Erie County is \$604,701,172.



In the State of New York, counties are made up of local jurisdictions defined as cities or towns, depending on type of charter. These jurisdictions are municipal corporations with the statutory authority to both assess real property for tax purposes and to levy same. Villages are also municipal corporations with powers of assessment and taxation. Village boundaries are superimposed over town boundaries and some overlap more than one town. There are three cities, twenty-five towns and sixteen villages in Erie County.

Highlights of Local History

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 village on the Buffalo Creek called New Amsterdam whose name was shortly

thereafter changed to Buffalo.

Other early settlements were established in the area during the period of 1800 to 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. 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. 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.

The latter half of the 19th century was a phenomenal growth period for Erie County. 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.

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 generated the consolidation of Buffalo's industries within the City, the newer industries such as aerospace and electronics have moved throughout the County where they are expanding at a rapid rate. As in the past, abundant power, good transportation, a large skilled labor pool and superior education and training facilities are proving to be valuable assets in Erie County's progress.¹

¹Erie County Planning Division, "Overall Economic Development Program", August 1964. pp. 12-24.
Wm. Chazanof, "Buffalo In Her Formative Years", from Courier Express, April 6, 1975.

Crime Problems in Erie County

An alarming increase in the overall crime rate far exceeding the per capita figures of preceding 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.¹ 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 goal 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.

¹"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."¹

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

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

OFFENSES KNOWN TO THE POLICE, 1981

LOCALITIES	CRIMINAL HOMICIDE	RAPE	ROBBERY	AGGRAVATED ASSULT	BURGLARY	THEFT OR LARCENY	MOTOR VEHICLE THEFT	TOTALS
CITY OF BUFFALO	40	283	2,140	1,574	9,668	13,754	4,576	32,035
CITY OF LACKAWANNA	1	5	28	187	286	582	146	1,235
CITY OF TONAWANDA	0	1	7	57	167	221	33	486
TOWN OF AMHERST	0	10	43	149	618	2,141	227	3,188
TOWN OF BRANT	0	0	0	1	1	13	2	17
TOWN OF CHEEKTOWAGA	1	9	74	258	1,021	2,500	508	4,371
TOWN OF EDEN	0	0	0	18	46	156	10	230
TOWN OF EVANS	0	3	1	31	186	399	40	660
TOWN OF HAMBURG	1	4	10	9	415	1,229	184	1,852
TOWN OF LANCASTER	0	2	6	23	134	196	24	385
TOWN OF ORCHARD PARK	0	4	5	36	248	701	47	1,041
TOWN OF TONAWANDA	0	5	27	102	456	1,326	157	2,073
TOWN OF WEST SENECA	0	7	19	97	343	1,385	242	2,093
VILLAGE OF AKRON				REPORTS NOT AVAILABLE				
VILLAGE OF ANGOLA	0	0	0	3	18	44	4	69
VILLAGE OF BLASDELL	0	0	0	4	18	72	2	96
VILLAGE OF DEPEW	0	2	11	79	172	551	71	886
VILLAGE OF EAST AURORA	0	0	1	29	109	427	28	594
VILLAGE OF GOWANDA	0	0	0	0	22	33	8	63
VILLAGE OF HAMBURG	0	2	3	15	106	235	16	377
VILLAGE OF KENMORE	0	0	11	35	104	371	41	562
VILLAGE OF LANCASTER	0	0	2	28	147	306	22	505
ERIE COUNTY SHERIFF	1	7	21	218	414	1,308	128	2,097
COUNTY TOTALS	44	344	2,409	2,953	14,699	27,950	6,516	54,915

SOURCE: CPS Information Systems Division, June 1981

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 23 police agencies serving Erie County. Each of the three cities, eleven of the towns and eight 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 is appointed by the mayor. The chief of police is appointed by the director of public safety from a civil service list. (Sec. 4.6).

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

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

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

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

The following table lists the 23 police agencies in Erie County and identifies the size and jurisdiction of each individual agency.

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

²McKinney's, Book 63, Village Law.

POLICE AGENCIES IN ERIE COUNTY

<u>Agency</u>	<u>Population Served</u>	<u>Full Time Uniformed Personnel</u>	<u>Cars</u>
City of Buffalo	357,870	1,069	206
City of Lackawanna	22,701	70	11
City of Tonawanda	18,693	36	9
Town of Amherst	108,706	140	38
Town of Brant	2,437	1	2
Town of Cheektowaga	96,674	138	38
Town of Eden	7,327	4	2
Town of Evans	15,669	16	9
Town of Hamburg	39,400	56	10
Town of Lancaster	10,031	21	8
Town of Orchard Park	24,359	26	6
Town of Tonawanda	72,795	118	27
Town of West Seneca	51,210	65	12
Village of Akron	2,971	1	1
Village of Angola	2,292	3	2
Village of Blasdell	3,288	6	2
Village of Depew	19,819	32	9
Village of East Aurora	13,872	14	8
Village of Gowanda	2,800	6	2
Village of Hamburg	10,582	18	5
Village of Kenmore	18,474	29	6
Village of Lancaster	13,056	16	4
Erie County Sheriff		159*	65
	1,015,472	2,044	482

* Sheriff's criminal deputies only
Source: Telephone survey August, 1982

Chapter III PERSPECTIVES ON POLICE CONSOLIDATION

The consolidation of police departments in adjoining communities and of small police departments into larger agencies has been recommended by numerous commissions and reports, but it is a controversial issue that will probably remain to be disputed for years to come. The once popular opinion that "bigger is better" is almost always rejected by local governments and chiefs of small departments due to concerns of relinquishing local control to some larger organization. Critics say large consolidations swell bureaucracies, do not necessarily save money, and often make police less responsive to neighborhood problems.¹

Supporters of large scale consolidation see it as the only way to implement effective and efficient policing. They point out that small departments, with their usually low pay scales, often attract less qualified and less educated personnel. They

¹Kevin Krajick, "Consolidation," Police Magazine, January 1979, pp. 47 - 56.

also note that small departments are unable to provide sophisticated services such as crime labs, in-service training and modern communications. Highly populated metropolitan areas are often served by a number of police departments with overlapping jurisdictions. This often confuses citizens, and sometimes the police, as to who should handle a problem and hinders criminal investigations.

Attempts at consolidation have been few and actual consolidations even fewer, but as many metropolitan areas grow and suburbs meld into each other, blurring jurisdictional boundaries, and as both urban and rural governments explore avenues to reduce the ever-growing costs of police services, consolidation probably will become an issue for more communities. Though various options are available in police consolidation concepts, not all are responsive or have universal application to each community. Acceptance of any system is reflected in the desires of the local citizenry, the government representatives, the law enforcement community and the prevailing economic structure.

This report will briefly investigate some of the various police consolidation methods adopted throughout the United States and Canada.¹

County Subordinate Service District

The structure of the county subordinate service district plan allows the county governing body to control the police agency and impose different tax rates depending upon the level of service

¹David Z. Noorgood, "Consolidated Police Systems", Regional Law Enforcement, (Danville, Illinois: Interstate Printer, 1969)

provided to a particular area. Municipalities need not join the district, but may continue to operate their own police departments and still enjoy the benefits of some areawide services.

The Suffolk County, New York, Police Department provides complete police protection services for the majority of the county's population of about 1.2 million. Any town or village may join the police district through a referendum. The Suffolk charter provides that when a municipality joins the district it may not withdraw at a later date. This provision was included to ensure sustained support of the county police system. Complete police protection is financed by a specific ad valorem tax on property owners and areawide police services are financed through general tax revenues.

To join the police district of Nassau County, New York, the governing body of an incorporated community adopts a resolution declaring its intention. This resolution must then be adopted by the County Board, a simpler method than that of Suffolk County. A municipality may withdraw from the police district upon petition and a referendum vote within the municipality. A municipality may also contract for specialized services for a minimum of two years.

As of 1982, the Nassau County Police Department provides complete police protection to 45 of 69 incorporated municipalities within the county. The population of Nassau County is about 1.5 million. Police protection is financed by a specific ad valorem tax on property owners within the subordinate district. Twenty-four municipalities continue to provide their own basic police services, but the county provides supportive police service to them financed through countywide revenue sources.

Intergovernmental Agreement

Intergovernmental agreements are the most widely used means of broadening the geographic base for handling common functions, especially in metropolitan areas. It is the least complicated means of coordinating or consolidating any governmental service, including law enforcement. Under a contract program, one government agrees to provide specified services to another for a fee, that is, to act as an agent of the other in the latter's jurisdiction.

Los Angeles County, through its Sheriff's department, presently provides complete law enforcement service to 29 of 77 incorporated municipalities within the county. In addition, it provides laboratory, detention, training and other services to all jurisdictions, some on a contract basis and others free of cost. The contract program is initiated by the municipality desiring service and it may be canceled by it for any reason. The cost of contract police service in Los Angeles County is determined by an established formula based upon the total annual cost of providing one patrol unit to a contractee. Also included in the contract costs are necessary supportive costs and overhead on a prorated basis.

An unusual contract program for basic law enforcement services known as the "resident trooper plan" is an operation in Connecticut. The state police, through a contract program, provide a single resident trooper to furnish basic law enforcement services to any requesting municipality that meets certain criteria. Under this plan 46 towns ranging in population from 1,000 to 17,000 receive law enforcement service. The state pays 40 percent of a program and the contracting town pays 60 percent.

Metropolitan Government

The most difficult of projects in a governmental structure is the coordination of local governments for a total common purpose. The many recorded failures of such performance attest to this malaise. Deeply ingrained in the populace is the desire for local control which has been part of their ancestral and contemporary standards.

Metropolitan Dade County, Florida operates under a charter adopted in 1957. Among the enumerated powers of the county are certain powers pertaining to law enforcement including central police records, criminal investigation, communications, jails and training. Every municipality except one offers at least a minimum level of basic police services and a few provide some supportive services for themselves as well. The Dade County Department of Public Safety provides some police services to requesting municipalities as well as complete services to unincorporated areas. The strength of this structure is that municipalities continue to exist and provide needed local services, thus assuring local control over local concerns.

In Metropolitan Nashville - Davidson County, Tennessee, separate city and county governments were merged into a single government serving the entire area. The county, for police services, is divided into two districts, an urban services district and a general services district. Residents of each area pay for the level of services they receive. Ten small communities continue to maintain their own police departments. The metropolitan department patrols the entire county as if the other departments did not exist and any need for major police service anywhere in the county is forwarded immediately to it.

The Metropolitan Toronto Police Department combined 13 departments and commenced operations in 1957. It provides pro-

tection to the entire Toronto metropolitan area which includes 250 square miles, over two million people and six municipalities. There are no other police agencies in the Toronto area. The metropolitan police force is responsible to a five man Board of Commissioners of Police who are appointed by the Province of Ontario. It is financed by an assessment of each of the six municipalities. The only formal ties between the police force and the municipality of Metropolitan Toronto are on matters of budget, finance and taxation. A report issued in May 1978 by the Ontario Police Commission said that metro policing has saved millions of dollars and increased direct services to citizens.

Consolidations on this scale have never been attempted in the United States, largely because of peculiar American political structures. In most states, consolidations of any governmental units have to be approved by public referendum. The few attempts at consolidating even pairs of governments or government agencies have almost always been defeated at the polls. Canadian law does not require referendums on these matters and this has given regional planning agencies greater latitude in organizing public services.

In 1967, the boundaries of the City of Jacksonville, Florida were extended to the Duval County boundaries with the exceptions of a few small beach communities. The charter abolished the City Council and County Commission and established an executive branch comprised of the elected Mayor, Sheriff, Supervisor of Elections, Tax Assessor and Tax Collector. The law enforcement powers were combined into one department, the Sheriff's Office. This metropolitan government covers over 800 square miles serving over 600,000 people.

Clearly, the amount of resources devoted to law enforcement has risen since consolidation. This increase was based primarily on investments to consummate the merger and to improve precon-

solidation substandard conditions. Economic benefits associated with this merger did not take the form of lower costs, nor did it provide actual dollar savings to the local taxpayer, however, consolidation has provided the mechanism whereby police services in Jacksonville could be delivered more efficiently.

Special Police Districts

Most states have enacted legislation authorizing many types of single-purpose special districts, but authorizations for police districts are rare. Police special district boundaries can be drawn to correspond with areas requiring police services without regard to existing governmental boundaries and maintain freedom of local political influence in daily operations. Special districts are financed in either user charges or property tax assessments. The first method does not lend itself to police services as it does to sewer and water services.

A principal criticism of special districts is that they may function largely unnoticed and uncontrolled by the public. This lack of visibility and public awareness strongly suggests that law enforcement is a function which should not be performed by an independent special district.

A fine example of an independent special district is the REGIS (Regional Information System) computer network serving the City of St. Louis, St. Louis County and three other counties, a total of 63 criminal justice agencies.

In summary, economic benefits associated with merged police agencies have neither taken the form of lower costs per se, nor have they provided actual dollar savings to the taxpayer. When agencies are consolidated it may be necessary to expend large sums of capital to make up for past public neglect. The taxpayer

may pay more for consolidated police services, but it is likely he will receive more service for his tax dollar. Consolidation as one method of solving local government's ills is frequently recommended by political scientists and citizens study commissions. However, consolidation should not be viewed as a panacea for all government problems. It can prove to be an effective vehicle to attack problems brought on over the years.

To be successful, a consolidated jurisdiction will require a structure staffed by a team of competent professionals, sufficient financial resources and a community prepared to accept and support the changes and innovations necessary to raise it from which it was born.

In Erie County, the goal of the Special Projects Committee on Law Enforcement was not oriented toward the merging of existing police agencies, but rather the development of an entirely new police service which would be more responsive to community needs, cognizant of police-community relations and efficient and effective, yet flexible enough to adopt to changing priorities to meet the long term delivery of police services.

Chapter IV

PLANNING STAGES

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

Citizen's Committee on Intermunicipal Affairs

Following the defeat of this referendum, efforts for establishing a bureau of centralized services for the then 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 countywide police force and the ensuing referendum).

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

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

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

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

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

Chamber of Commerce Committee

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

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

In May 1968, the Buffalo Area Chamber of Commerce,

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

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

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

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

The Chamber of Commerce report presented the following conclusions.¹

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

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

The report also added:²

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

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

²Buffalo Chamber of Commerce Report, p. 8.

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

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

Special Projects Committee On Law Enforcement

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

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

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

The report concluded:

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

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

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

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

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

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 for 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 office of Criminal Justice Planning.

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

the committee stated that:¹

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

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

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

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

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

Chapter V

IMPLEMENTATION

The preceding committee statement then became a model document by which the Erie County Legislature was guided in the establishment of the Central Police Services agency. The statement received wide publication through the local press and media and was brought to the attention 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:¹

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

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

11-D-02 Powers and duties.

The commissioner of central police services shall:

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

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

11-D-03 Board of trustees.

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

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

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

Section 2. This local law shall take effect immediately.

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

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

Installation of Trustees

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

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

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

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

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

Each year the chairman of the Board of Trustees is

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

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

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

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

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

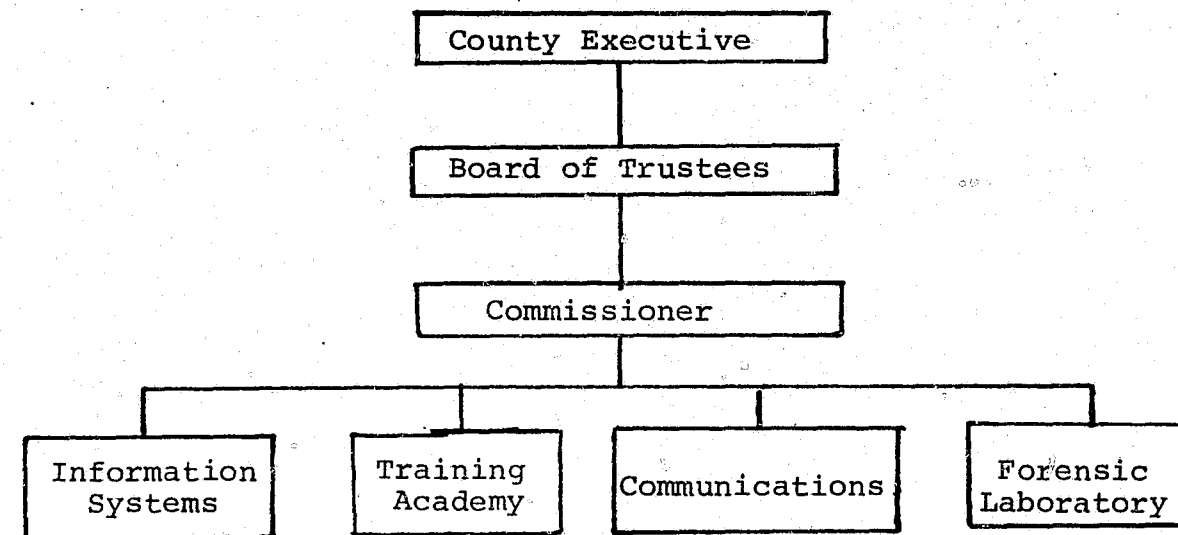
Edward Morgan - Professor State University of New York
College at Buffalo

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."¹

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

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

ORGANIZATIONAL IMPLEMENTATION - SIX MONTHS

DECEMBER 1972 - MAY 1973

I. Information Systems

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

¹Buffalo Evening News, 5/11/73.

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

formation System.

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

II. Training Academy

- A. Appoint Director of Training - Police Science Specialist.
- B. Effect transfer of Erie County Sheriff's Training Academy to administrative and supervisory control of Department of Central Police Services.
- C. Continue present schedule of police training programs.

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

III. Forensic Laboratory

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

IV. Communications (Mobile Radio Dispatch)

- A. Study and evaluate operations of pilot project involving Radio District A (Tonawanda Township-Kenmore) to plan implementation of other districts in communications network.

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

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

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

In order to present an in-depth survey of how the Department currently operates, this report will proceed to deal with each of the four divisions of Central Police Services, i.e., Information Systems, Communications, Training Academy and Forensic Laboratory in separate, successive chapters. Each division's development will be traced from inception to the present as well as providing 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 23 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 Information Systems 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.

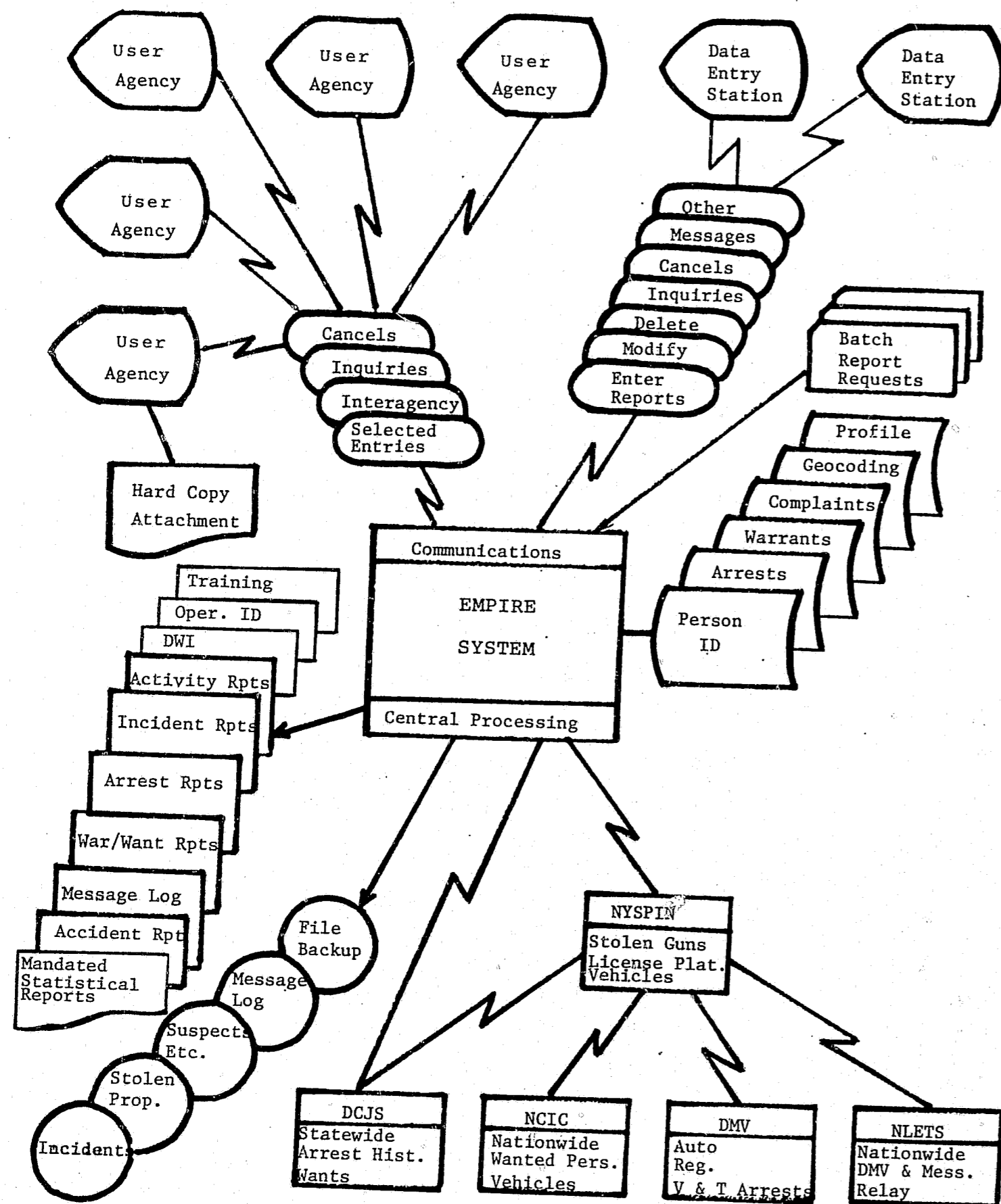
The nucleus of the EMPIRE System is a medium-to-large size general purpose computer providing informational needs to the 23 police departments, District Attorney and Probation Department in Erie County on a network via remote terminals. Video data terminals providing output on a television type screen 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.

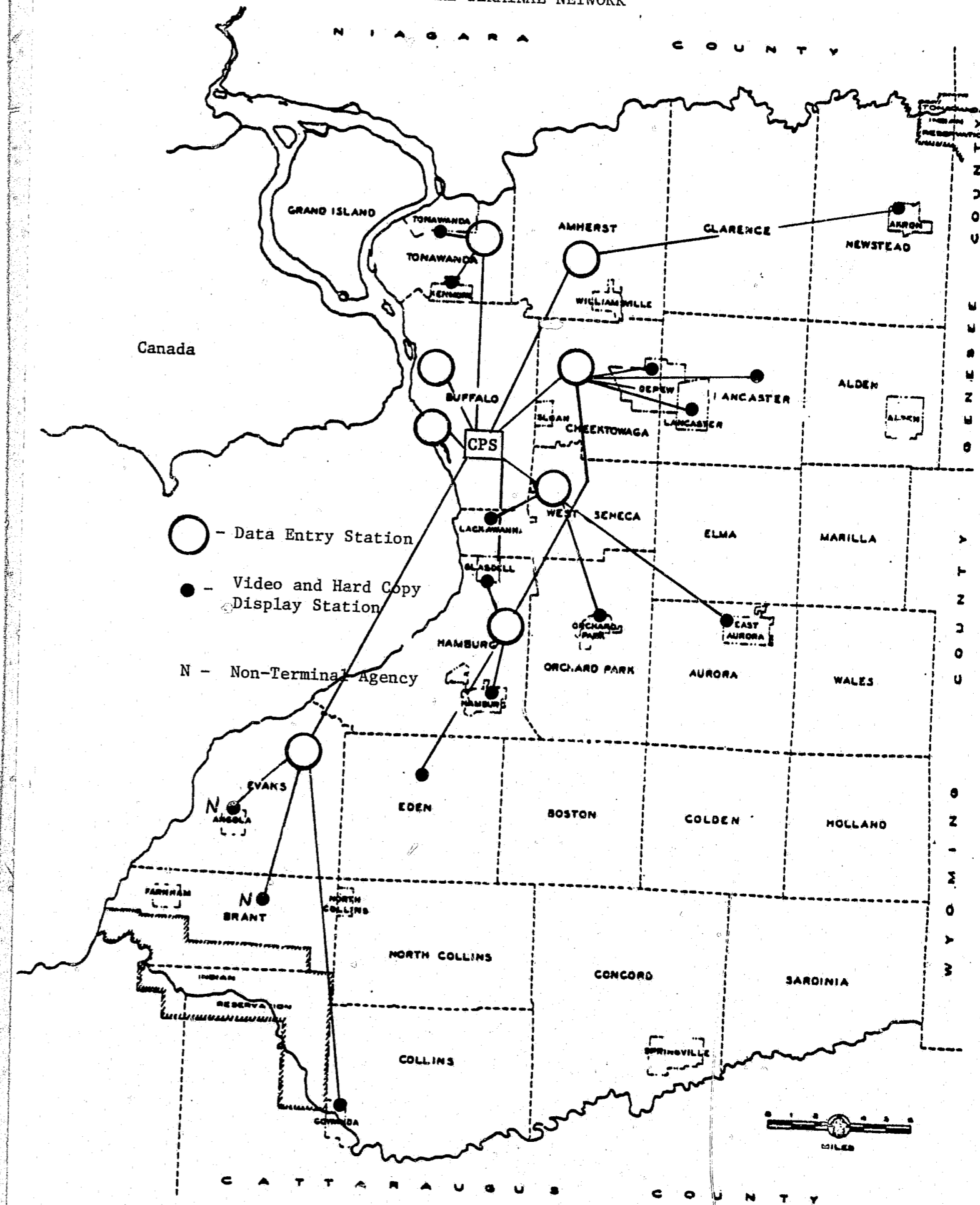
The basic objectives of the system are to function as both an instrument for increasing criminal apprehension and as a crime deterrent in our community. A single inquiry through the Empire system from any point in the county brings an almost immediate response from local, state and national computerized 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



EMPIRE TERMINAL NETWORK



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 the Empire System Development

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 saw 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.

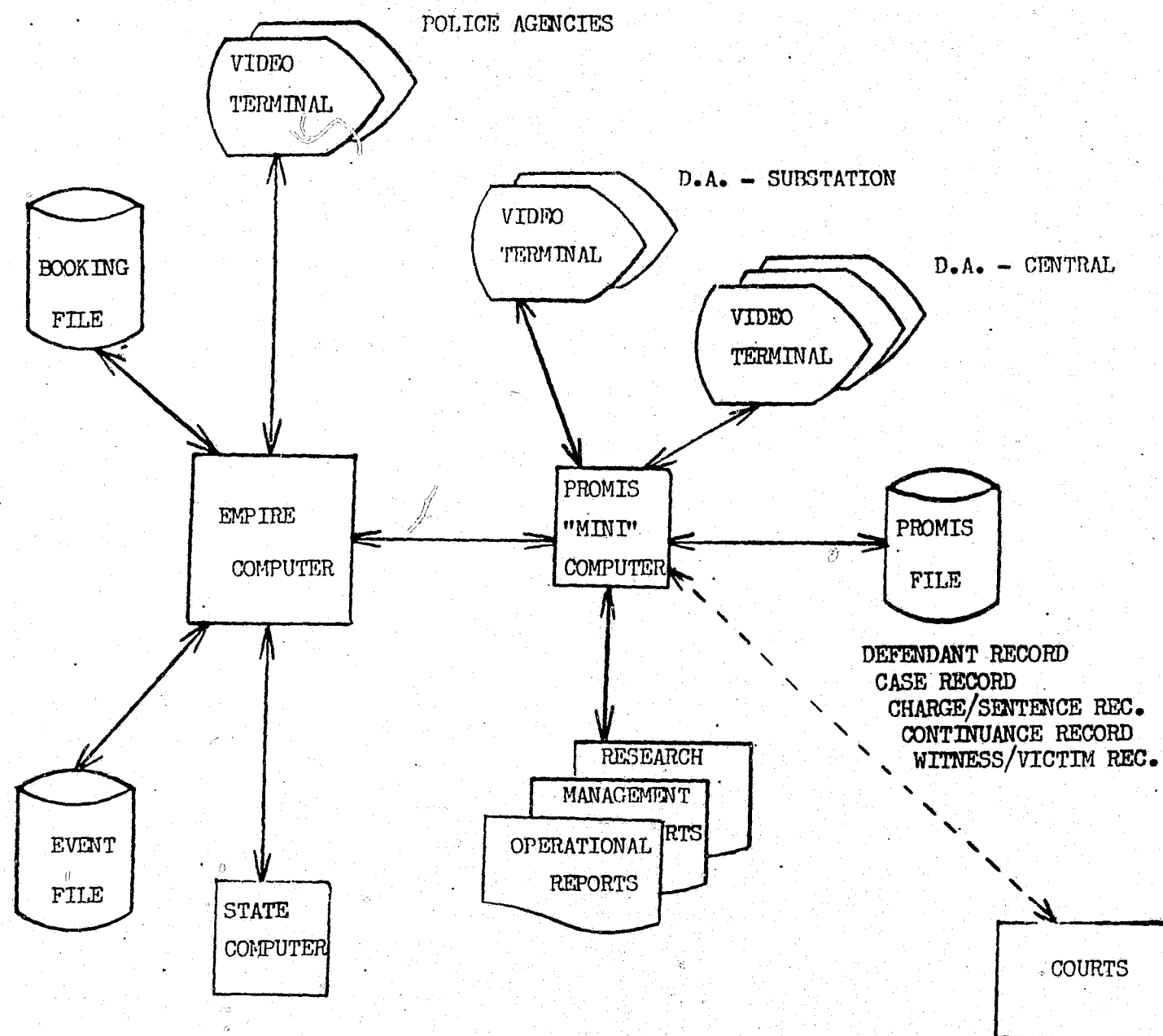
EMPIRE PHASE VI: Promis Subsystem

(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.

EMPIRE/PROMIS INTERFACE



Information needed by the District Attorney will automatically be transferred from the EMPIRE computer to the PROMIS computer by communications lines. Dispositions and case tracking data will be transferred from the PROMIS computer to the EMPIRE computer and made available to 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 vehicle information
NYSPIN -	stolen property message switching
DCJS -	wanted persons missing persons
NCIC -	stolen property wanted persons missing persons criminal histories
NLETS -	national DMV message switching

*DCJS Interface Application: A computer to computer interface allowing access to computerized files maintained at DCJS 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 of the Crime Control Act of 1973 in the Federal Register.

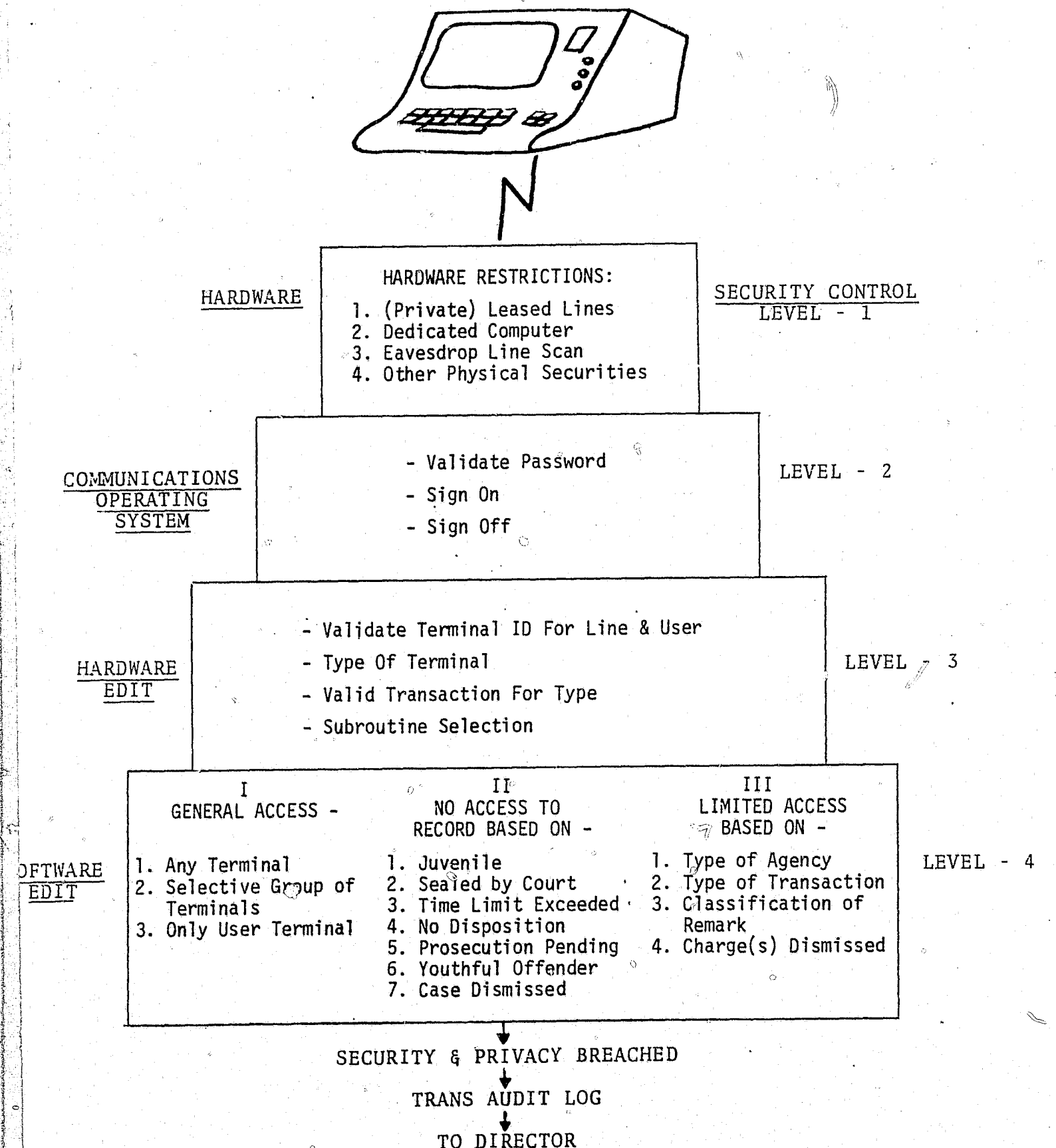
Briefly, the new Regulations identify general standards applying to all criminal justice information systems which store criminal history record data and which have received LEAA funding assistance. The Division of Criminal Justice Services (DCJS) is the designated repository for the statewide operations 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.

SECURITY & PRIVACY STRUCTURE FOR EMPIRE SYSTEM



CONTEMPORARY VARIABLES

In 1979 the Erie County Legislature approved hiring an outside consultant to study the feasibility of converting the EMPIRE System to the County's Central Data Processing computer as a cost savings measure. The consultant's report indicated that it was feasible to consolidate the two systems. A number of interdepartmental procedures would be required due to a shared environment and the Central Data Processing computer system would need to be enlarged.

The plan was endorsed and top priority given to the consolidation project. The major emphasis by Central Police Services personnel was placed on collecting systems and program documentation in order to allow the Central Data Processing personnel to convert EMPIRE applications to the new computer. Turnover of this documentation continued throughout 1981 and 1982.

The following tables identify the operational status of each EMPIRE application at 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 Computerized War on Crime", August 25, 1973; Central Police Services, Executive's Report on Central Police Services, 1974; Central Police Services, Annual Report 1975 thru 1981.

STATUS OF EMPIRE APPLICATIONS

1981

	LOCAL PERSON-IN PROCESS SUBSYSTEM							EVENT SUBSYSTEM			ADMINISTRATIVE SUBSYSTEM					REGISTRATION SUBSYSTEM		
	OBTS	ARREST RECORD (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	OPERATION IDENTIFICATION
Akron	L		O			S			O		L		O			L	L	O
Alden	L		O			S			O		L		O			L	L	O
Amherst	L	O	O	O		S	S	O	O		L		O			L	L	O
Angola	L	O	O	O		S	S	O	O		L		O			L	L	O
Blasdell	L	O	O	O		S	S	O			L		O			L	L	O
Brant	L	O	O			S	S		O		L		O			L	L	O
Buffalo	L	O	O	O			S	O	O	S	O		O		S	L	O	O
Cheektowaga	L	O	O	O		O	S	O	O		L		O			L	L	O
Depew	L	O	O	O		S	S	O	O		L		O			L	L	O
East Aurora	L	O	O	O		S	S	O	O		L		O			L	L	O
Eden	L	O	O			S	S	O	O		L		O			L	L	O
Evans	L	O	O	O		S	S	O	O		L		O			L	L	O
Gowanda	L	O	O			S	S		O		L		O			L	L	O
Hamburg Town	L	O	O	O		S	S	O	O		L		O			L	L	O
Hamburg Village	L	O	O	O		S	S	O	O		L		O			L	L	O
Kenmore	L	O	O	O		O	S	O	O		L		O			L	L	O
Lackawanna	L	O	O	O		O	S	O	O		L		O			L	L	O
Lancaster Town	L	O	O	O		S	S	O	O		L		O			L	L	O
Lancaster Village	L	O	O	O		S	S	O	O		L		O			L	L	O
Orchard Park	L	O	O	O		S	S	O	O		L		O			L	L	O
Springville	L	O	O			S	S	O	O		L		O			L	L	O
Tonawanda City	L	O	O	O		O	S	O	O		L		O			L	L	O
Tonawanda Town	L	O	O	O		O	S	O	O		O	O	O			L	L	O
West Seneca	L	O	O	O		S	S	O	O		L		O			L	L	O
Sheriff	L	O	O	O		S	S	O	O		L		O			L	L	O
Probation Department	L	O	O				S											
District Attorney	L	O	O				S											
SUNY Campuses	E	O	O														O	O
State Police	L	O	O										O					
State Thruway Police	L																	
Parole	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

1981

	COMMUNICATIONS PROCESSING SYSTEM																
	NYSPIN INTERFACE												DCJS INTERFACE				
	NYSPIN		DMV	DCJS	NCIC				NLETS								
	Stolen Property	Message Switching	Driver Information	Vehicle information	Wanted Persons	Missing Persons	Stolen Property	Wanted Persons	Missing Persons	Criminal Histories	National DMV	Message Switching	Wanted System Backup	Computerized Criminal Histories	Follow-Up Criminal Histories	Probation Registrars	Deserting Parents
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	L	L
Probation Department	0	0	0	0	0	0	0	0	0	0	0	0	L	0	0		
District Attorney	0	0	0	0	0	0	0	0	0	0	0	0	L	0	0		
SUNY Campuses	0	0	0	0	0	0	0	0	0	0	0	0	L	0	0		
State Police	0	0	0	0	0	0	0	0	0	0	0	0	L	0	0		
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

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STATUS OF EMPIRE APPLICATIONS

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	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		0	0	0	0
State Police		0	0	0	0
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				
Chautaugua County	L				
Other Counties	L				

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STATUS OF EMPIRE APPLICATIONS

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

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STATUS OF EMPIRE APPLICATIONS

1981

	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	O					
Probation Department			S			
District Attorney					S	S
SUNY Campuses						
State Police						
State Thruway Police						
Parole		L				
Courts				S		S
Detention	S					S

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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 the 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.

Countywide Radio Network Development

Since its inception, the Central Police Services has been committed to a coordinated communications system providing dispatch and emergency back-up capabilities in a countywide 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.

The basic standards concerning operating procedures and equipment selection were previously established and one district, MRD A (Village of Kenmore - Town of Tonawanda) was already 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 countywide law enforcement communications system.

The major conclusions reached were that the Kelly Report was outdated and unworkable in several respects and that an alternative design needed to be developed. The main objections to the Kelly Report were:

1. The City of Buffalo was not included in the study.
2. The system designs were prepared prior to the inception of Central Police Services and gave no

consideration of a service agency as the focal point of the system.

3. The question of local control was not considered.
4. No rationale was given for eliminating local dispatching in favor of consolidated dispatching.
5. The report called for the addition of a substantial number of personnel yet gave no consideration to supervision and gave no cost benefit analysis for hiring these personnel with recurring yearly County costs approximating \$1,500,000.
6. The original MRD concept represented arbitrary divisions into districts without regard to political ramifications, geographical consideration and even channel loading.¹

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

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

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

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."¹

The Communications Division is currently in the process of implementing a countywide communications system which attains the major objectives of the MRD system economically and

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

practically and does so within the bounds of Central Police Services' philosophy. In 1976, Federal grant funds financed a developmental project to formulate a system plan for a coordinated police communications network for all law enforcement agencies in Erie County.

This funding provided a mechanism to allow Central Police Services to hire an outside consultant as well as County personnel to develop a law enforcement communications plan that would provide coordinated communications between law enforcement agencies when necessary to cope with a particular action or event, yet provide localized operations with administrative control on a day-to-day basis.

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

- "1. Citizens will be able to contact the police readily and rapidly.
2. Police headquarters will have contact with patrols for routine and emergency orders, information and apprehension and supervision and control.
3. Police officers will have contact with their individual headquarters or other police officers to give information, request assistance and acknowledge orders.

¹"Erie County Centralized Law Enforcement Communications - Phase I", DCJS Project #2071, 1976.

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 communications plan was the implementation of a countywide radio channel to allow interagency communications from car-to-car, and a coordinated system of channel assignments. The implementation of this plan would 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)

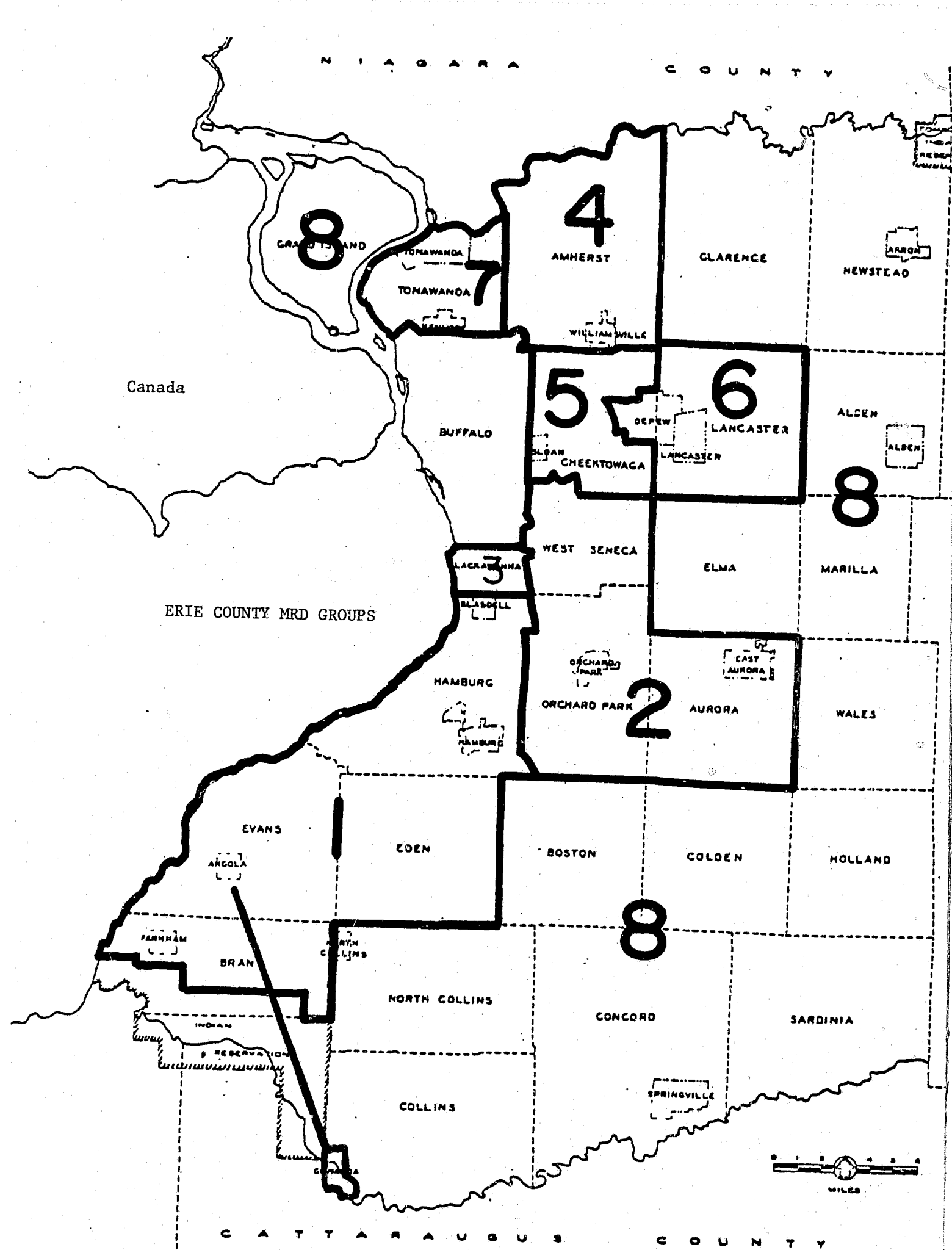
Group 1 - Town of Hamburg, Village of Hamburg, Village of Blasdell, Town of Evans, Town of Eden, Village of Angola, Village of Gowanda and Town of Brant

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

Group 3 - City of Lackawanna

Group 4 - Town of Amherst

Group 5 - Town of Cheektowaga



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

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

Group 8 - Erie County Sheriff

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

Finally, the City of Buffalo will complete implementation of its communications system providing the capability of coordination with the eight MRD groups in Erie County.

In 1980 the New York State Division of Criminal Justice Services (DCJS) awarded a \$433,000 grant project to implement the new radio system for the Group 1 agencies and to Central Police Services for the southern repeater tower phase of the countywide channel. In 1982 DCJS has awarded \$159,861 to implement the Group 3 radio system and \$413,074 to implement the Group 7 agencies and the northern repeater tower phase of the countywide channel. With the completion of the countywide channel in 1982, all suitably equipped police agencies will have the ability of car-to-car communications between all VHF and UHF mobile units and local dispatcher access to all cars and other dispatchers.

The completion of the system engineering and bid specifications for the remaining groups in the system is anticipated in 1983, however, the completion of the actual implementation of the entire system will ultimately depend on the ability to successfully secure funding for the required modern radio equipment.

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-to-day basis with dispatching operations conducted according to local arrangements.

The efficient utilization of four radio channels requires local agencies to adhere to 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 each MRD Group.

Channel 3 - As per "Erie MRD Countywide Channel Operations Plan"

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

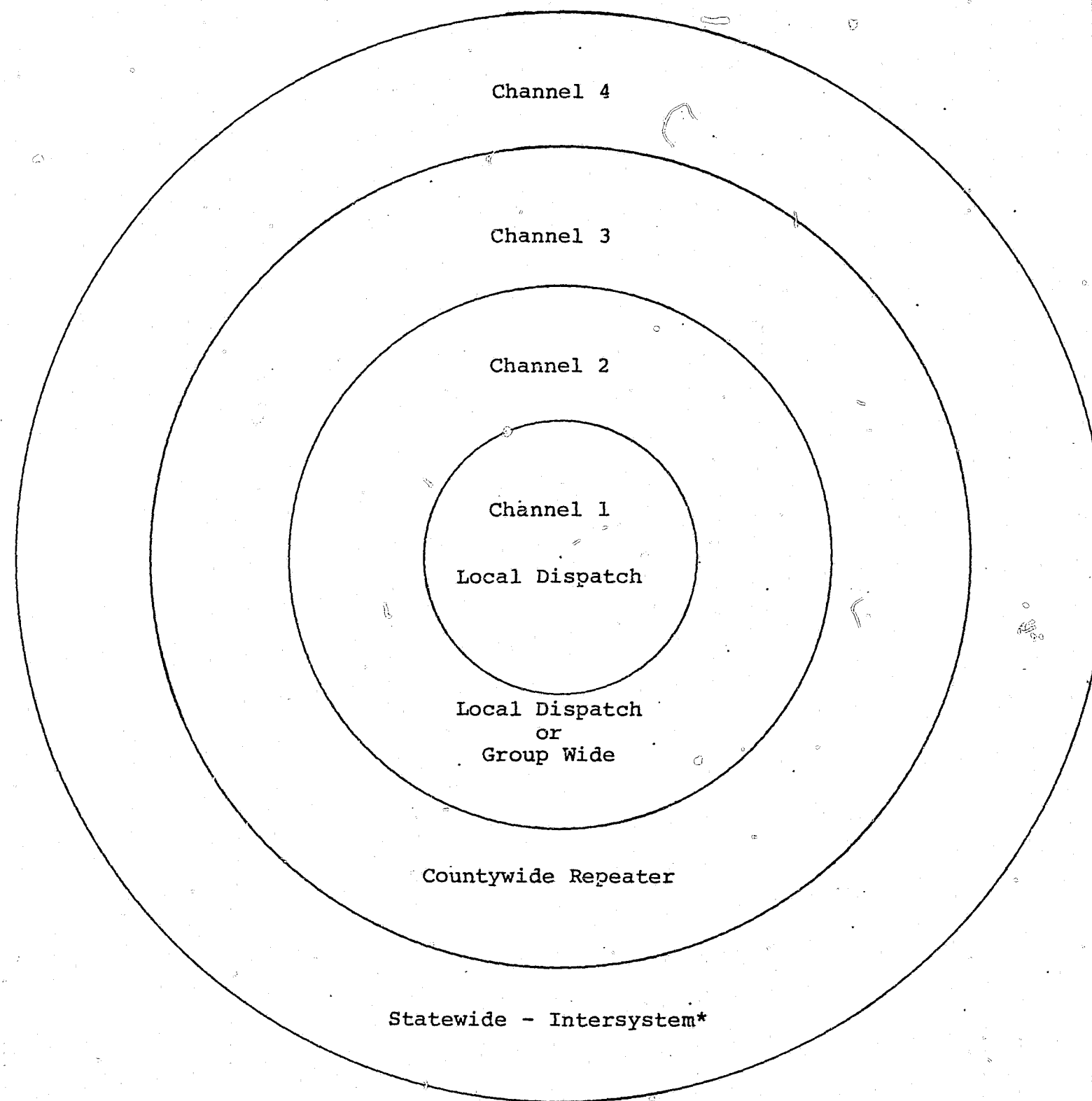
<u>Mobile Units</u>		<u>Transmit</u>	<u>TCS</u>	<u>Receive</u>	<u>TCS</u>
<u>Channel</u>	<u>Use</u>				
1	Local Dispatch				
2	Local or Adjacent Group				
3	County Repeater	155.970	C*	155.580	C*
4	Intersystem	155.370	OFF	155.370	OFF
<u>HT (Handheld) Units (2 Watt)</u>					
1	Local Dispatch				
2	Unlisted Tactical				
3	County Simplex	155.580		155.580	
4	Intersystem	155.370	OFF	155.370	OFF
<u>HT (Handheld) Units (5 Watt)</u>					
1	Local Dispatch				
2	Local or Adjacent Group				
3	County Simplex	155.580		155.580	
4	Intersystem	155.370	OFF	155.370	OFF

UHF EQUIPPED DEPARTMENTS

<u>Mobile Units</u>		<u>Transmit</u>	<u>TCS</u>	<u>Receive</u>	<u>TCS</u>
<u>Channel</u>	<u>Use</u>				
1	Local Dispatch				
2	Local or Adjacent Group				
3	County Repeater	465.075**	C*	460.075	C*
4	Spare				
<u>HT (Handheld) Units (2 Watt)</u>					
1	Local Dispatch				
2	Local or Adjacent Group				
3	County Repeater	465.075**	C*	460.075	C*
4	Unlisted Tactical				
<u>HT (Handheld) Units (4 Watt)</u>					
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 Department



BASIC FOUR CHANNEL COMMUNICATIONS PLAN

*VHF Only

ERIE MRD COUNTYWIDE CHANNEL OPERATIONS PLAN

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.

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 countywide UHF channel (460.075/465.075 MHz) (proposed) interconnected for cross-band repeater operation.

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.

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.

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.

TECHNICAL ASSISTANCE

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

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.

"911" Emergency Control Center

In 1974 Central Police Services examined the existing avenues of emergency telephone services in Erie County. The ensuing "911" Proposal sought to provide the residents of Erie County the benefits of rapid response to requests for assistance available through "911" service. The 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 countywide law enforcement communications network was this proposal for providing a countywide 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."¹

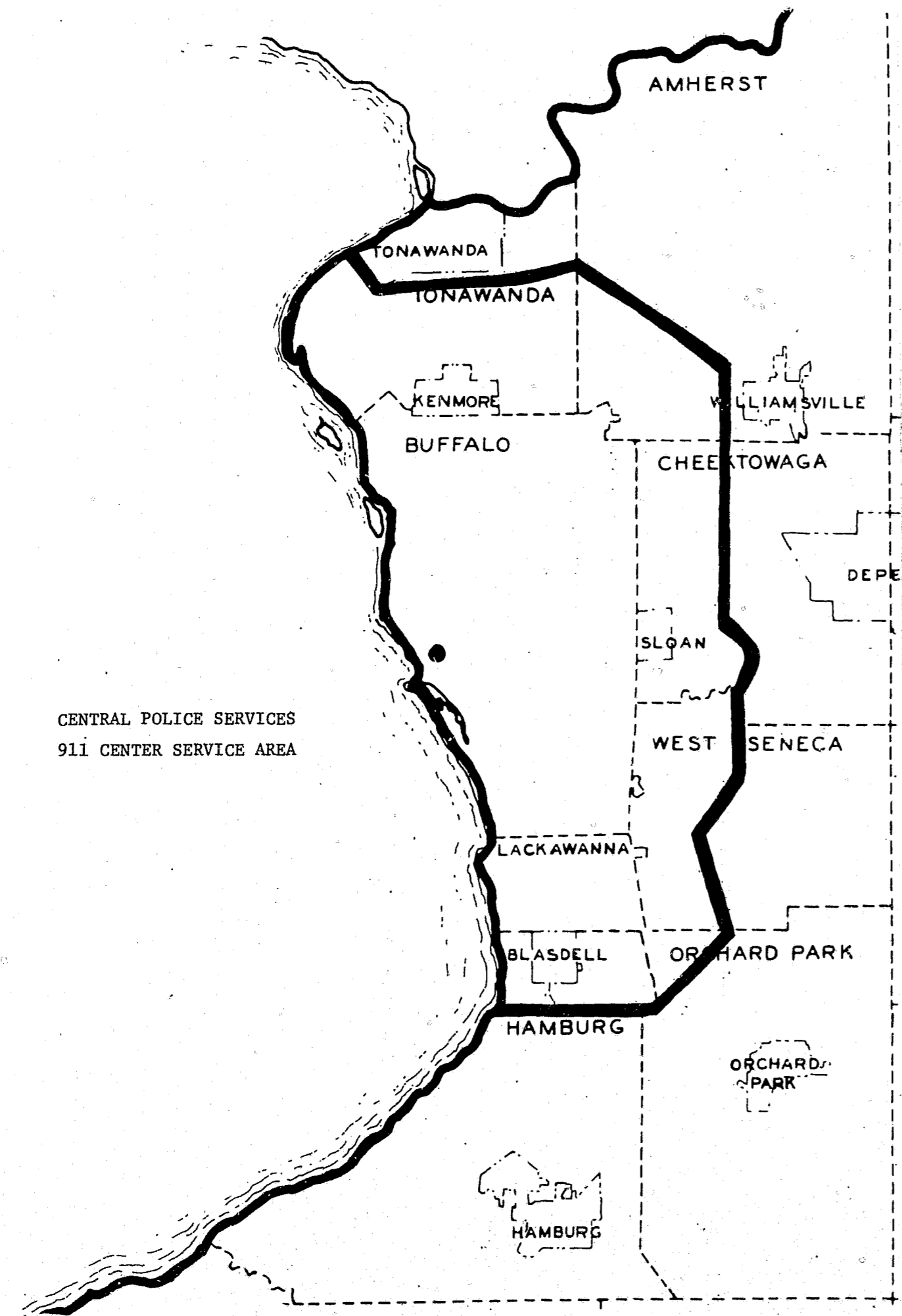
A New York Telephone Company study revealed that all areas of Erie County have access to either a police department emergency reporting center or a telephone company operator upon dialing "911".

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

The Buffalo Police Department's "911" Emergency Control Center complaint writing function was transferred to Central Police Services on March 22, 1975 for 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. Enhancement of the "911" Emergency Control Center equipment was achieved in 1976 by the addition of sophisticated call transfer and tape logging equipment provided with Federal grant funding assistance. The Central Police Services "911" Center currently services the jurisdictions of eleven municipalities. Included in the service area are the entire Cities of Buffalo and Lackawanna, the entire Villages of Kenmore, Sloan and Blasdell and portions of the Towns of Tonawanda, Amherst, Cheektowaga, Hamburg, West Seneca and Orchard Park.

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 assistance 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.

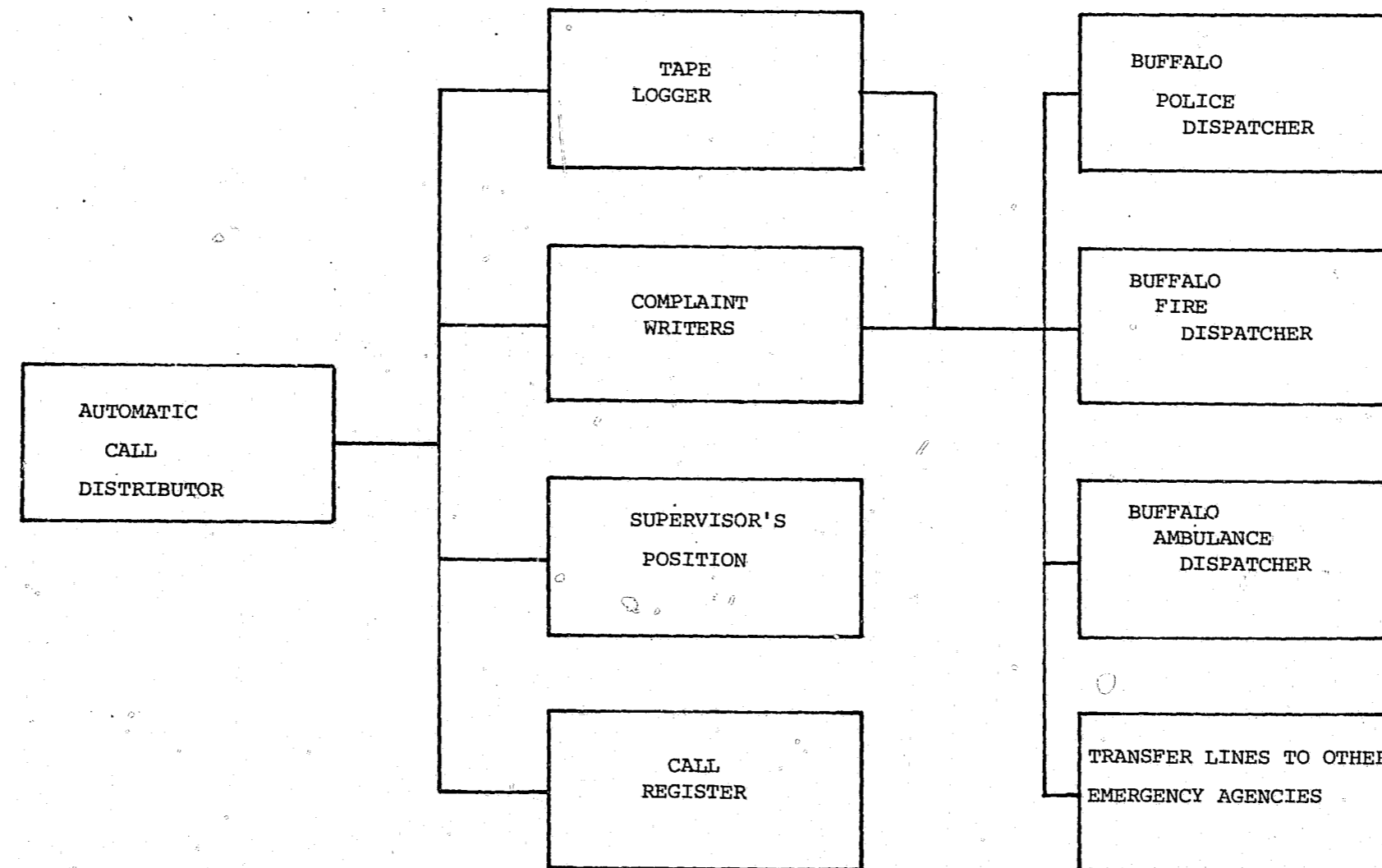


CALLS FOR SERVICE 1981
911 EMERGENCY CONTROL CENTER

Type of Call	Number	Type of Call	Number
Accident, Fatal	4	Miscellaneous Arrests	5,652
Accident, Injury	2,972	Missing Person	1,180
Accident, No Injury	9,104	Missing Person, Juvenile	1,710
Alarm of Fire	16,131	Molesting	141
Ambulance	10,415	Motorist, Stranded	412
Animal Bite	1,675	Narcotics	545
Animal Death	317	Neighbor Dispute	2,490
Animal Nuisance	3,413	Officer, Backup	160
Arson	148	Officer, Help (Urgent)	131
Assault	7,762	Officer, Pickup	28
Assault, Deadly Weapon	1,035	Parking, Illegal	25,382
Assist Citizen	18,651	Patrol Increase	8
Attractive Nuisance	203	Peeping Tom	61
Bicycles, Stolen & Recovered	1,814	Person Down	2,792
Bomb Scare	147	Person Soliciting	57
Break, Water, Gas, Sewer	329	Phone Calls	664
Burglary	11,200	Police Car Stolen	20
Burglary Alarm	17,247	Prostitution	687
Burglary in Progress	7,659	Prowler	2,296
Child Neglect	239	Purse Snatch	993
Dead Body	325	Rape	493
Dead Body, Floater	13	Rape, Attempted	88
Death Message or Emergency	37	Rescue	11,497
Disorderly Conduct	99	Robbery, Armed	708
Domestic Trouble	12,859	Robbery, Strong Arm	1,780
Drunk	2,233	Shoplifting	1,489
D.W.I.	425	Shots Fired	1,318
Explosion	40	Sidewalk Damage	13
Fight	7,317	Speeding or Racing	1,381
Fire Follow Up	13	Stop Sign Down	260
Forgery	132	Street Light Out	34
Found Report	1,098	Suicide or Attempt	605
Gambling	518	Suspicious Person	
Gangs	1,492	Check Activity	5,457
Gun, Subject with a	2,524	Suspicious Person & Vehicle	2,185
Hit and Run (All)	3,898	Theft	15,304
Homicide (See Dead Body)	9	Threat	7,546
Indecent Exposure	392	Tow Truck	11
Injured/Sick Person	4,524	Traffic Arrests	5
Juvenile, Disturbance	9,355	Traffic Hazard, Congestion	1,685
Juvenile, Found	90	Traffic Light Out	2,535
Juvenile, Incurable	116	Trespassing	548
Kidnapped	98	Trouble, Unknown	3,348
Knife, Subject with a	1,178	Unauthorized Use of Vehicle	7,921
Labor Dispute	52	Unwelcome Guest	4,097
Landlord/Tenant Trouble	2,127	Vehicle, Abandoned	8,521
Liquor Violations	55	Wagon Call	1,134
Loss Report	946	Welfare, Check the	1,850
Loud Music or Noise	11,819	Wire Down or Arcing	399
Malicious Mischief	15,272	Invalid Action Codes or Void	4,032
Mental Cases	2,595		
Miscellaneous	9,749		

Total: 329,923

Source: Buffalo Police Department, "Annual Report, 1981".



CALL ROUTING AT 911 CENTER

CONTINUED

1 OF 2

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.

For several years, Central Police Services has pursued and envisioned a countywide Enhanced "911" (E-911) system incorporating Selective Call Routing (SCR), Automatic Number Identification (ANI) and Automatic Location Identification (ALI).

Selective Call Routing effectively eliminates the mismatch of political jurisdiction/telephone exchange boundaries by automatically determining the 911 caller's service address from the computerized service address data file, the telephone number at that address, and routing the 911 call and the service address and telephone number to the designated Public Safety Answering Point (PSAP) serving that address.

Automatic Number Identification is the system feature which forwards the 911 caller's telephone number to the PSAP where it is displayed on a CRT screen at the call answerer's position.

Automatic Location Identification forwards the telephone service address along with the 911 call to the PSAP where it is also displayed on the call answerer's Cathode Ray Tube (CRT) screen. This location information consists of the residential service address, business name or address or location of a coin operated telephone.

In addition to the above information, the area code, date and time of day is also recorded.

A limited amount (70 characters) of supplementary dispatch data such as police patrol, zone, patrol car assignment, fire company or ambulance service covering the caller's service address can also be incorporated in the E-911 data base and displayed on the CRT screen at the answering position.

Within Erie County there is also the requirement for the capability of transferring both the 911 call and the information display from the PSAP to a secondary dispatch point since, in most cases, police, fire and ambulance dispatchers are not co-located.

The technology now exists to implement an E-911 system in Erie County. The key requirement now is the willingness on the part of county government, police, fire and other emergency services, as well as the citizens, to support this program.

Central Police Services has encountered numerous complexities attendant with implementing a coordinated law enforcement communications system in Erie County. Some of these complexities have included legal issues, political ramifications, technical considerations and economic constraints at the local, state and federal levels.

With the assistance of many concerned individuals, the establishment of the new communications system is in progress. However, the continued 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, public officials and concerned members of the community. Central Police Services will continue to advocate developments which will explicitly improve public safety communications in Erie County.

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 the Academy

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 a community investment in effective government. A community presents an officer the authority to maintain discipline over itself.

Law enforcement today offers the same intellectual challenges 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 the Academy

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 County, 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.

Administrative Procedures	40
Administration of Justice	14
Police Proficiency	
Part I - Emergency Care, 1st Responder	40
Part II - Physical Training	61
Part III - Firearms	57
Part IV - Defensive Tactics	35
New York State Penal Law	28
New York State Criminal Procedure Law	20
Traffic Laws and Controls	41
Criminal Investigation	50
Patrol Procedures and Techniques	71
Community Relations	14
Miscellaneous Laws	
Constitutional Law	12
Juvenile Law and Procedures	4

Electives	14
Supervised Field Training	40
Class Hours	541
*Assigned Project Hours	244
TOTAL	785

*Homework	10 Hours
Accusatory Instruments	4
Reading Assignments	144
Notebook	78
Oral Presentation	8
	244 Hours

Textbooks used in Basic Course curriculum:

Gould Publications

New York State Penal Law
New York State Criminal Procedure Law
Police Law Digest

Municipal Police Training Council Basic Package

New York State Vehicle and Traffic Law
MPTC Home Study - Programmed Penal Law Instruction

International Association of Chiefs of Police

Criminal Investigation - Basic Procedures Volume I
Criminal Investigation - Specific Offenses Volume II

Delmar Publications

Theory and Methods of Patrol
Emergency Care Workbook, NYS - DOT
New York State Defensive Driving Workbook

Other courses given during 1981:

BREATHALYZER MAINTENANCE SCHOOL
BASIC FINGERPRINT COURSE
BREATHALYZER OPERATOR COURSE

BASIC INVESTIGATOR SCHOOL
DRUG LAW ENFORCEMENT SEMINAR
APPLIED CRIMINOLOGY
CRASH MANAGEMENT/ACCIDENT INVESTIGATION
ADVANCED LATENT FINGERPRINT COURSE
ARSON INVESTIGATION COURSE
CORRECTIONS OFFICERS COURSE
SELECTIVE ENFORCEMENT COURSE
DEFENSIVE TACTICS
RADAR OPERATOR COURSE
POLICE MANAGEMENT
BREATH TEST OPERATOR RETRAINING
RADAR OPERATOR RETRAINING
WHITE COLLAR CRIMES INVESTIGATION
POLICE SUPERVISION COURSE
PRACTICAL COURSE IN BOMB SCENE INVESTIGATION
POLICE SUPERVISION COURSE
CRIME SCENE AND PHYSICAL EVIDENCE
TRANSPORTATION OF HAZARDOUS MATERIALS

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.

In 1981 a total of 37 courses were given with 835 students participating in Academy programs. A total of 2,730 course hours were registered resulting in 93,298 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.

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, 1981 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 in our society, 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."¹ This was the situation about

¹The President's Crime Commission on Law Enforcement, 1967.

fifteen 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.

Planning Stage

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:

"The City of Buffalo Police Laboratory contained the broadest range of forensic services from a single laboratory within the region. Staffed by a combination of civilian and police personnel, it has performed for many years the full range of traditional forensic services for both the city and surrounding counties, as well as occasional services for the New York State Police and the United States Customs Office. Acquisition of major new analysis equipment in 1971 expanded the scope and sophistication of analysis to higher standards....The most significant change to the present criminalistics system will concern the status of the City of Buffalo Police Laboratory. The future status of this laboratory is one of the primary concerns for regional laboratory planning....Therefore, it is the recommendation that the City of Buffalo Police Laboratory be phased out of existence and its functions, staff and equipment be assumed by the new proposed regional facility except for the photographic identification function presently with the laboratory."¹

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 plans and careful efforts of many City and County officials were realized when the Erie County Department of Central Police Services Forensic Laboratory was officially established on July 1, 1975.

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

Services Provided

The laboratory facility is located at Buffalo Police Department Headquarters Building, 74 Franklin Street.

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.

The scope of services provided by the laboratory personnel includes 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.

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:

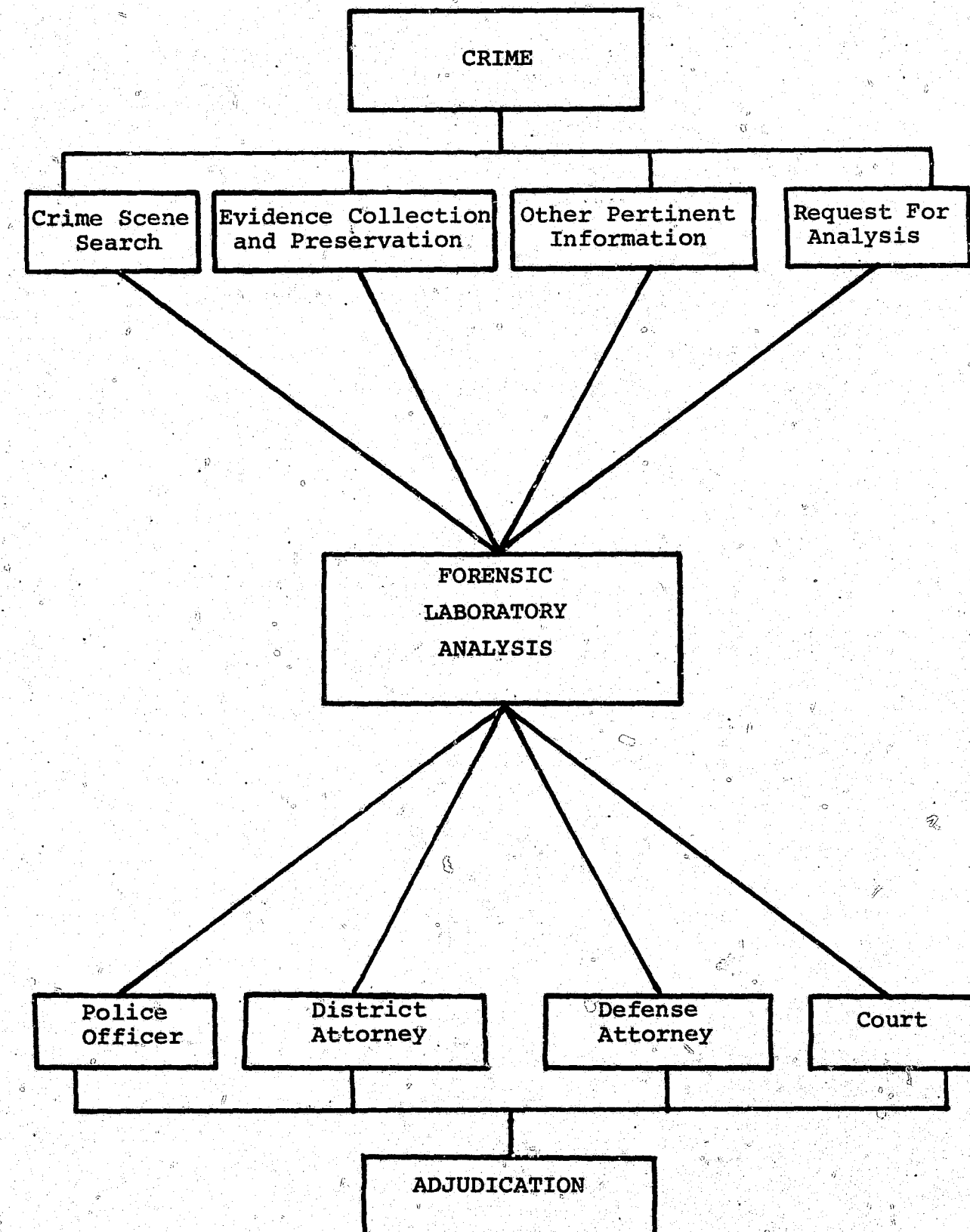
1. Crime scene search.
2. Consultation with local police departments.
3. Expert witness testimony in courts.
4. Assistance in training local and regional staff persons in forensic laboratory orientation and crime scene search techniques.
5. Continuance of scientific research for the improvement of techniques 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:

1. Caseload - average 15 - 20 new cases per day.
2. Breakdown of work performed during 1981*
 - 175,800 examinations of controlled substance (drugs)
 - 6,785 examinations of Analysis Anonymous
 - 24,600 examinations of blood analysis
 - 64,700 examinations in homicide, rape, & arson, etc, investigations
 - 63,155 examinations in ballistics
 - 335,040 examinations TOTAL

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

INPUT/OUTPUT FLOW OF FORENSIC LABORATORY SYSTEM



SUMMARY OF ACTIVITY - 1981

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-seven (57) agencies submitted the following cases to the Laboratory during 1981.

Chemistry Section	3068
Analysis Anonymous	107
Ballistics Section	747
	3922 Total Cases

The 3922 cases included the following:

BALLISTICS SECTION

Firearms	861
Bullets without guns	146

CHEMISTRY SECTION

Homicide	59
Alcohol Content	23
Blood & Urine	221
(Alc. & Drug)	
Rape	331
Sexual Assault	14
Arson	172
Hit & Run	37
Assault	57

Burglary	38
Robbery	7
Bombs & Explosives	3
Miscellaneous	59
Controlled Substances	2058
Marijuana	1412
Other Drugs	992

Using this criteria, the workload indicates that 78,480 items requiring 335,040 examinations were processed by the Laboratory.

Laboratory personnel appeared in Court 101 times during 1981.

Source: Central Police Services Forensic Laboratory Annual Report - 1981

Since the transfer of the Buffalo Police Laboratory to the County Department of Central Police Services, the impact is very obvious. Fifty-seven criminal justice agencies submitted evidence to the laboratory in the year 1981. 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 Buffalo 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 1981 report shows 335,040 examinations.

This transfer of an existing facility enabled an immediate utilization by all criminal justice agencies. It provided those agencies with a much needed service that would be far too expensive for the individual departments to maintain. It was also cost saving to the taxpayers.

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 1981, 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

The Administrative offices are located in Room 230 of the Edward A. Rath County Office Building, 95 Franklin Street, Buffalo, New York 14202. The Administrative function includes the Commissioner and the administrative staff. General office procedures provided 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 for the performance of such "further duties" as may be prescribed or directed by the County Executive or the County Legislature.

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. 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 programs is dependent on many variables, the most important of which is ample funding. The following programs remain at the forefront for future consideration and implementation.

TRAINING ACADEMY

1. Produce videotaped CCTV training programs, a roll call type of learning for local police agencies.
2. Pursue efforts toward acquisition of a pistol range including a range officer.

FORENSIC LABORATORY

1. Develop an automated (computerized) perpetual inventory system.

COMMUNICATIONS

1. Continue to implement the coordinated county wide law enforcement communications network to serve all Erie County law enforcement agencies.
2. Provide a mobile communications center (van) which could be used by all police departments in an emergency situation or for field operations. The unit would be equipped for base station operation on all MRD channels and equipped with portable radios for use

on the countywide portable channel.

3. Provide study material and assist in the coordinating of a countywide "enhanced 911" system.

INFORMATION SYSTEMS

1. Provide on-line entry and query capability by user agencies to all EMPIRE system applications.
2. Develop the Evidence Control System, Vehicle Maintenance Subsystem, Countywide Arson Control Subsystem.

Commentary

Central Police Services illustrates the development of an effective two-tier form of government services 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. Duplications 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.

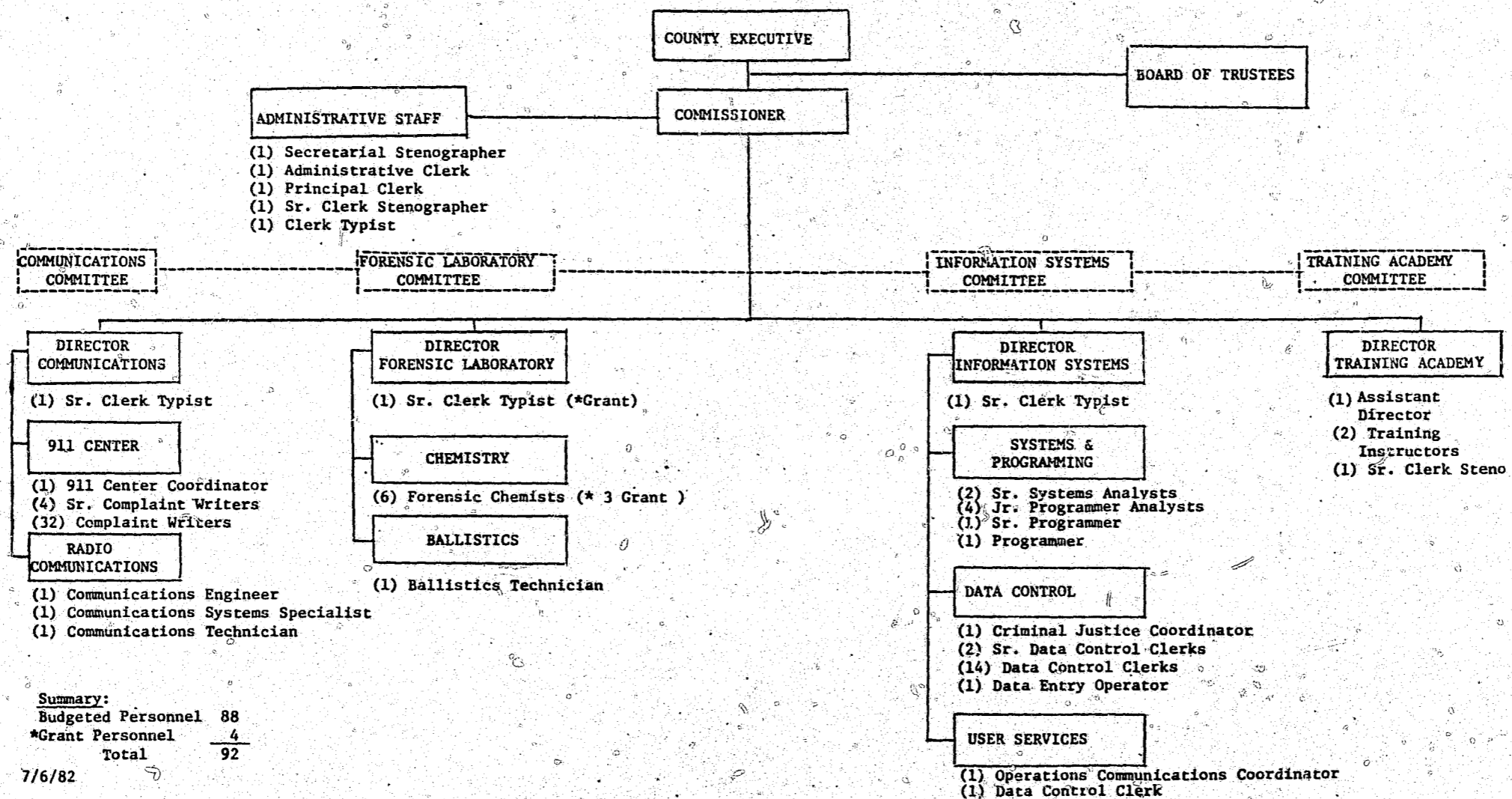
Since its inception in 1973, Central Police Services has carefully and painstakingly developed a scope of services designed to provide the benefits of centralized administration without infringing upon areas of vital local concern. Moreover, as a relatively new department in Erie County government, Central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



ERIE COUNTY DEPARTMENT OF CENTRAL POLICE SERVICES

APPROPRIATION DETAIL
FISCAL YEAR 1982

Personal Services	\$1,516,489
Office & Stationary Supplies	35,000
Clothing, Dry Goods & Protective Supplies	1,000
Automotive Supplies	400
Medical Related Supplies	9,000
Maintenance Supplies	700
Utility Charges	140,000
Dues & Fees Charges	7,000
Rental Charges	38,000
Repairs & Maintenance Charges	129,000
Travel & Mileage Expenses	5,000
Other Expenses or Charges	20,000
Furniture & Office Equipment	2,440
Laboratory & Technical Equipment	10,732
Interdepartmental Payment - Central Services	34,908
Interdepartmental Payment - Central Data Proc.	<u>681,451</u>
Total Department	2,631,120

1982 State Grants Received:

Felony Drug Program	102,729
Erie MRD Communications - Group 3	159,861
Erie MRD Communications - Group 7	413,074
Arson Laboratory Improvement Program	<u>26,000</u>
	\$701,664

CENTRAL POLICE SERVICES

BOARD OF TRUSTEES

<u>TRUSTEE</u>	<u>TERM</u>
HON. G. JAMES FREMMING Erie County Legislature	Dec. 1972 to Dec. 1974
HON. STANLEY H. ZAGORA Erie County Legislature	Jan. 1975 to Dec. 1977
HON. HENRY G. GOSSEL Erie County Legislature	Jan. 1978 to Dec. 1978
FRANK N. FELICETTA Commissioner, Buffalo Police	Dec. 1972 to March 1973
THOMAS R. BLAIR Commissioner, Buffalo Police	April 1973 to Dec. 1977
JAMES B. CUNNINGHAM Commissioner, Buffalo Police	Jan. 1978 to present
MICHAEL A. AMICO Erie County Sheriff	Dec. 1972 to Dec. 1976
KENNETH J. BRAUN Erie County Sheriff	Jan. 1977 to present
EDWARD MORGAN Professor, Buffalo State College	Dec. 1972 to Feb. 1976
DR. GEORGE A. LANKES Erie Community College	March 1976 to present
WILLIAM J. FRAWLEY Inspector, Buffalo Police	Dec. 1972 to present
HON. EUGENE B. WOODARD Supervisor, Town of Orchard Park	Dec. 1972 to present
HERBERT E. ZIMMERMAN Chief, Amherst Police	Dec. 1972 to present
HON. L. WILLIAM PAXON Erie County Legislature	Jan. 1979 to Dec. 1981
HON. DAVID M. MANZ Erie County Legislature	Jan. 1982 to present

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