New York State

Suggested Guidelines:
Operation of License Plate Reader Technology
2011
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LICENSE PLATE READER ADVISORY PANEL

The New York State License Plate Reader (LPR) Advisory Panel is comprised of professionals with experience in various aspects of law enforcement and license plate reader technology. Original guidelines were developed in 2008; however, as LPR technology and court decisions have evolved since that time, it became necessary to review the guidelines.

During 2010, the Advisory Panel met to review the previous guidelines and to discuss changes in technology, applications and developments in various aspects of license plate readers (LPR). This document includes a history of the LPR project in New York State, general operations of LPR technology, practical guidelines for the deployment of LPRs and for the management of data derived from this technology.

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Part I

LICENSE PLATE READER TECHNOLOGY
INTRODUCTION

This report has been prepared to offer guidelines and best practices for agencies using LPR technology (LPR systems can be an important asset to agencies in carrying out their law enforcement function). A carefully developed policy that addresses issues such as authorized uses, training, data retention, audit trails, dissemination and sharing of data will help to ensure that LPR technology remains an important tool for use by the law enforcement community.

The goal of these guidelines is to provide a basis upon which law enforcement agencies can build policies that provide authorized users with the information necessary to ensure public safety while protecting individual privacy rights. The LPR Advisory Panel urges agencies to use these guidelines in the development of their own agency protocols.

NOTE: The procedures outlined herein have been developed as a general framework for the development of a comprehensive policy for the deployment, use, and management of license plate readers and data. This document has been developed so that policymakers can modify certain procedures to best fit the needs, operations and resources of their individual agency. LPR technology has evolved rapidly and that progress will likely continue. As a result, administrators are encouraged to regularly monitor their policy as technological advances may require that procedures be updated to be consistent with such changes.

BACKGROUND AND DESCRIPTION: TECHNOLOGY

The concept of using cameras as a method to record a vehicle passing through a specific location and then identifying the owner/operator has been in development since the 1970s. Early technology could capture a picture of a license plate and vehicle with the date and time. Upon retrieving the plate number after searching hours of captured images, the plate number could then be manually searched against a database. This technology was time consuming, expensive and limited by lighting and weather conditions.1

License plate reader technology developed along with the use of videotape and camcorders. The analog videotape had to be converted from analog images to digital images and stored on a computer hard disk. The resulting digital images were further processed to locate and extract the license plate and time-stamp information through specialized software using character recognition techniques. This technology, while better than earlier methods, still had many drawbacks, including high costs that limited its general use by state and local governments.2

1 Transportation Research Board, 2002. “Effects of Ambient Light, Camcorders, and Automated License Plate Reader Settings on Plate Transcription Rates”.

2 Transportation Research Board, 2002. “Reduction of Video License Plate Data”.

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The latest license plate reader technology has incorporated digital photography which eliminates the conversion steps and reduces the amount of computer file storage needed to support an effective system. Digital photography has also decreased the size of the camera hardware required and utilizes infrared lighting to address lighting and weather conditions. This has also reduced the overall costs for an effective system, making the technology obtainable at the local, county and state levels of government.

Today’s LPR systems use specialized digital cameras and computers to quickly capture large numbers of photographs of license plates, convert them to text and compare them quickly to a large number of plates of interest. LPR systems can identify a target plate instantly, allowing law enforcement to identify target vehicles that might otherwise be overlooked. The technology is available in mobile systems mounted on police cars, and fixed/portable systems that can be mounted on poles or on the roadside.

A range of camera systems are available, most capable of reading license plates during the day or night and in a variety of weather conditions. The systems operate fast enough to capture all of the license plates they come into contact with so that the number of license plates that can be read is limited only by the number of vehicles passing the cameras. LPR systems typically include infrared strobe and camera systems that can take high speed, high contrast images that allow plates to be read at closing rate speeds of 150 miles per hour.

Mobile license plate reading systems are designed to allow officers to patrol at normal speeds while the system reads license plates and alerts the officer if there is a match to a “hot list.” “Hot lists” contain a large list of target plates stored within the vehicle’s LPR computer. This is essential due to the volume of plates scanned by the LPR and the necessity for an immediate alert if a target plate is scanned. Currently, “hot lists” are transferred daily by state and federal authorities and can be updated by the LPR operator through a hard-link or wireless upload. “Hot lists” may contain a variety of plate data, including terrorist watch lists, stolen cars and parking scofflaws.

When a target plate is scanned, the officer is notified with a message. The alert can be specific to the plate, and some alerts can be customized by the user/agency. Once a “hot list” has been uploaded into the LPR computer, it can be updated automatically or manually. For example, once a daily upload has been made, any recent car thefts, for example, will not be posted until the next (daily) upload. Most LPR systems allow the user to add plates to, and delete plates from, the “hot list”. This is particularly useful for crimes that recently occurred, AMBER Alerts, Be-on-the-LookOut (BOLOs), for cases in which stolen vehicles have been recovered, or other situations in which the alert can be cancelled. Some LPR systems can also alert the driver if a manually entered “hot list” entry was recently scanned. Integrated GPS technology allows the operator to locate the last contact with the vehicle.

The use of LPR technology in law enforcement has included a variety of applications: homeland security, electronic surveillance, suspect interdiction, stolen property recovery, facility management and more. The identification of stolen vehicles, stolen license plates, and wanted and missing persons was the primary focus of most early implementations.
LPR systems record every license plate scanned. Some systems record the location, date and time of each scan. This intelligence resource is available as a law enforcement tool, allowing the officer to identify the last known contact with a vehicle and also to report the list of vehicles located in a specific area within a given time range.

Most LPR systems include a set of cameras, most of them infrared-illuminated. Some include “progressive” cameras that capture images at a variety of computer-controlled lighting conditions by actively managing infrared strobes integrated into the cameras. These cameras are typically mounted outside of the vehicle as auto glass can interfere with their operation. Most cameras are mounted either permanently on the rooftop or trunk, magnetically in a transportable configuration, integrated into the light bar, or within a covert housing.

Some implementations of LPR use a dedicated computer for the high-intensity camera and image management while others use the in-car computer. In either case, the cameras connect to a computer and display that can be the same mobile data terminal or in-car computer. Typically, LPR systems only require the operator to have one computer display in the vehicle. The processor in an LPR system can include a specialized computer that manages the cameras and allows the system to run at very high speeds regardless of the speed or power of the existing in-car PC.

LPR software typically has three components – the character translation component (Optical Character Recognition), the hot list management component and the user interface. Other additional software components manage GPS information, plate read, alarm history, and reporting features.

The Optical Character Recognition (OCR) of images taken by LPR cameras is performed through the use of sophisticated algorithms. Six primary algorithms that LPR system software requires to identify a license plate are:
1. Plate localization, which finds and isolates the plate contained in the picture;
2. Plate orientation and sizing, which compensates for the skew of the plate and adjusts the dimension to the appropriate size and shape;
3. Normalization, which adjusts the brightness and contrast of the image;
4. Character segmentation, which finds the individual characters on the plates;
5. Optical character recognition, which converts the image into actual characters, and
6. Syntactical / Geometrical analysis, which checks characters and positions against specific rules to identify the license plate state of issuance.  

The “hot list” management component enables the LPR to obtain daily updates to the “hot list”, maintain “hot list” files and retain all relevant files per time frame established by the law enforcement agency. The agency then may choose to upload the data retained in the LPR to a designated server for retention. The user interface manages LPR activity and allows the user to quickly identify an alarm and the target vehicle. In most cases, most of the screen

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3 International Association of Chiefs of Police, 2009, Privacy impact assessment report for the utilization of license plate readers, pp 5-6 (September, 2009).
space on the user interface is reserved for the target vehicle/plate photo as that is the primary means for alarm vehicle identification. The interface also allows the user to enter additional target plates, check information in the “hot list”, and deal with the visual and audible alarm queues. The Global Positioning Software (GPS) enables the LPR to record date, time and location of license plate scans.

LPR TECHNOLOGY AND INVESTIGATIONS

LPRs are an excellent resource to aid in criminal investigations. For the purpose of this document, investigative applications are discussed as active and passive. The active search describes situations in which license plate data is uploaded to an LPR computer, generally with an alarm that will indicate the nature of the entry. For example, LPRs used by patrol officers and detectives might contain lists of wanted subjects. The passive search focuses on the investigative or crime analysis level of enforcement in researching data already collected.
Part II

LEGAL CONSIDERATIONS
MEMORANDUM

TO: Local Law Enforcement Agencies

FROM: Gina L. Bianchi
Deputy Commissioner and Counsel

DATE: October 26, 2006

SUBJECT: License Plate Readers

There does not appear to be any legal impediment to the use of a license plate reader by law enforcement. It does not appear that such use would constitute a Fourth Amendment search. An observation made by a police officer without a physical intrusion into a constitutionally protected area does not implicate the Fourth Amendment or require a search warrant (see, Hester v. United States, 265 U.S. 57 [1924]). A police officer who is lawfully present in an area may look into the windows of a parked car (see, United States v. Martin, 806 F.2d 204[1986]). Given the foregoing, it seems clear that a police officer’s observation of a license plate on a car located in an area viewable from a public street would not constitute a search. The use of a license plate reader to enhance the officer’s observation would likely not cause the observation to become a search for purposes of the Fourth Amendment. For example, the use of artificial illumination to aid an officer's observations does not constitute a search (see, United States v. Lee, 274 U.S. 559 [1927]; People v. Hughes, 211 A.D.2d 576, 622 N.Y.S.2d 12 [1995]; People v. Vasquez, 229 A.D.2d 997, 645 N.Y.S.2d 672 [1996]). Similarly, the use of binoculars to magnify an object does not constitute a search (see, United States v. Lee, supra). A license plate reader merely accomplishes, more efficiently, the same task that a police officer may accomplish by reading a license plate and manually entering the number into a data-base. Therefore, it is reasonable to assume that a court would not hold that the use of a license plate reader would constitute a search. However, at this time there is no decisional case law from any court concerning the use of a license plate reader.

The foregoing information concerning the use of license plate readers is advisory only and is meant to provide guidance and highlight points to consider in developing a policy to govern the use of license plate readers. It is recommended that each law enforcement agency consult with its own legal advisor prior to adopting a policy regarding the use of license plate readers.
The law surrounding the use of License Plate Readers is in its infancy. As technology involving the ability to track individuals has advanced over the last few years, the law is playing catch-up. In New York, a case from the Court of Appeals in March 2009 regarding GPS tracking devices appears to indicate the current direction of the clash between law enforcement’s use of technological advancements and the privacy concerns of citizens. This issue is unfolding across the country.

The License Plate Reader (LPR) is a device which represents the marriage of a series of cameras connected to a computer which downloads a hotlist of license plates of interest. Depending on the state, the hotlist usually originates from the Department of Motor Vehicles or State Police. The system can capture over 3,000 plate images per minute. It can be stationary or mobile, including being mounted on helicopters. Mobile devices can capture plates travelling well beyond the legal speed limit or plates parked bumper to bumper with another vehicle. These alphanumeric reads are then compared with the hot list. In New York, the hotlist is downloaded through the State Police, having been obtained from the Department of Motor Vehicles (DMV). Plate numbers may also be manually entered by the vehicle operator. Examples would be in response to an AMBER Alert or while conducting an ongoing investigation. Multiple vendors currently have LPRs on the market, with differences in quality and performance.

In their initial release years ago in New York, LPRs could only be updated by driving the LPR vehicle to a limited number of sites where the hotlist could be updated. Updates were only available once per day. The Division of Criminal Justice Services (DCJS) had established protocols for the use of LPRs by law enforcement, and the NYPD had issued guidelines for the “use, maintenance and accountability” of each LPR (NYPD Operations Order No. 33). One of the first cases in New York that dealt with the protocol originated in Bronx County. In People v. Davila, 27 Misc. 3d 921, 901 N.Y.S. 2d 787 (2010), the officer who was conducting an LPR-based car stop, which resulted in the recovery of a gun, had not updated the system nor confirmed the hit prior to the stop, both of which were protocol recommendations. After conducting an extensive hearing on the issue, the Court ruled that the NYPD guidelines were recommendations, not law. Having found the officer’s conduct otherwise proper, suppression of the weapon was denied.

Another New York State case which utilized an LPR to help convict two defendants charged with arson and homicide of a family of five in 2007 was People v. Mark Serrano and Charles Gilleo, (Indictment no. 16/2007). In this case, a New York State trooper car in Dutchess County was on patrol with its LPR capturing plates. Prior to a radio run of a house on fire, the LPR captured a plate which was later determined to belong to one of the defendants, placing his car in the vicinity of the crime minutes after the fire was started. The photo of the plate also possessed unique identifying features on the front of the vehicle confirming that it was the defendant’s car.

(ADA William Zelenka; rev. Sept. 2010)
The License Plate Reader (LPR) constitutes one of the latest computer based investigatory tools to be used by officers in the field. The system requires an ongoing download of target license plates emanating from the Department of Motor Vehicles and the State Police. The hardware required is either attached to a vehicle or mounted as a standalone. The scanner reads all license plates which are within view and compares them with the wanted database. The computer also stores the location of every read via GPS. When the computer matches a plate with the database, it notifies the operator (a police officer in most cases) of the reason for the match, and shows a color photo of the image capture. A record of every plate read and its result is kept. The officer confirms the hit and a car stop occurs. If an arrest is made and the officer testifies at a hearing or trial, is the information contained in the computer Rosario?

Rosario material is part of the discovery process found in Sections 240.44 and 240.45 of the Criminal Procedure Law (CPL). It is “Any written or recorded statement…made by such witness…which relates to the subject matter of the witness’s testimony.” The statement must be in the possession or control of the People.1 It must relate to the subject matter of the witness’s direct testimony.2 But the People are not required to create Rosario material.3 If the material is deemed to be Rosario, the People are obligated to turn it over if it is under their control.

There is no question that the information stored in the computer is under the control of the operator. The remaining issue is whether the hit (data) the operator relies on to proceed to the confirmation step is a statement. Although the data is a written instrument under the Penal Law4, it should be argued that it is not a statement by the operator/officer. Statements are either recorded or written notations of the witness. In the case of LPRs, the data generated has no connection to any statement made by the operator/officer. However, any notes made during the confirmation process by the operator/officer to verify the information would be Rosario because they would constitute notes which the operator/officer would be expected to testify about.

LPRs have the ability to store any information which the operator/officer requests. It is recommended that any scans which lead to arrests be stored in the computer until such time that a court in your jurisdiction definitely rules that the scan alone is not Rosario.

1 People v. Rosario, 9 N.Y.2d 286 (1961)
2 People v. Roebuck, 279 A.D.2d 350 (1st Dept. 2001)
3 People v. Steinberg, 170 A.D.2d 50 (1st Dept. 1991)
4 Penal Law §170.00

(ADA William Zelenka)
Part III

SUGGESTED POLICY/PROCEDURES
SUGGESTED POLICY/PROCEDURES: LICENSE PLATE READERS

DATE:
REVIEW DATE:
SECTION:

Editorial note: Policymakers are encouraged to customize this document for their own agency, giving consideration to personnel/assignments, resources, and infrastructure, among other things. Blank lines and italicized language has been inserted as a guide for the development of your customized protocols. Be sure to delete any blanks or italicized language before saving your final document.

I. PURPOSE: The purpose of this policy is to provide members and staff with guidance on the application and use of license plate readers (LPR), management of LPR data, and maintenance of LPR equipment.

II. POLICY: License plate readers have enhanced law enforcement’s ability to detect violations of law, recover stolen property, apprehend fugitives, assist in investigations and more. Members and staff will use LPRs in accordance with the procedures and guidelines set forth. Further, data captured from LPRs will be used properly and responsibly as defined herein.

III. DEFINITIONS

Department: the _________ Police/Sheriff’s Department/Office.

Fixed camera: permanently affixed to a structure such as a pole, overhead, or bridge.

GPS: global positioning system.

LPR: license plate reader.

LPR Data Query Logs: a record of a search or query of LPR data from (the server).

Hot List: data is provided through the New York State Integrated Justice Portal and includes license plate numbers of stolen vehicles, stolen license plates, wanted person with a license plate associated with the record, and suspended or revoked registrations. Also includes national data (i.e. NCIC, NICB) for similar categories, and for license plates associated with AMBER Alerts, terrorist watch lists and the like; also includes manually entered license plate information for crimes just occurred in a local jurisdiction, gang members, wanted persons, and other investigative targets.

Members: sworn police officers of this department.

Mobile camera: affixed to a vehicle permanently or magnet-mount.

MOU: memorandum of understanding.

OCR: optical character recognition.
Portable camera: stationary but are capable of being moved as needed, such as a traffic barrel or speed radar sign.

SOP: standard operating procedure.

Staff: non-sworn employees of the Department.

IV. GENERAL ADMINISTRATION

a. LPRs will be used only by members who have been properly trained in the use of same. (designation of personnel authorized to use LPR____________)

b. LPR data may be accessed by members for a legitimate law enforcement purpose. (designation of personnel authorized to access LPR data____________)

c. LPR data may be accessed by staff who have been authorized by (specify position, i.e. Chief/Sheriff/Detective Captain/etc._______) for a legitimate law enforcement purpose.

d. The (specify person/position__________) is responsible for receiving reports of LPR defects, damage or other matters requiring maintenance of the Department’s LPR systems.

e. The (specify person/position__________) is responsible for the maintenance of data including backing up of LPR data, requests for searches or LPR data, and for maintenance of internal hot lists.

f. The (specify person/position__________) is responsible for the inventory of LPRs within the Department and for ensuring that the Department has included all LPR equipment valued at more than (indicate threshold, i.e. $2,000, $5,000, $10,000, etc.__________) is included for coverage on the municipality’s insurance plan.

g. The (specify person/position__________) is responsible for the annual review of the policy and procedures contained herein and for making recommendations to the (Chief/Sheriff__________) for any necessary amendments thereto.

h. LPR hot lists and data gathered by Departmental LPRs will be maintained securely. Requests for searches may be made by members of this Department or by other law enforcement agencies subject to the provisions of this policy (or state other permissible uses, sharing or restrictions__________). Also see ____ (i.e.: Section VI(b), below)

i. Prior to the use of mobile LPR equipment, members must receive training administered by (specify__________). The (specify__________) will ensure that any changes in hardware, software or law are the subject of continued in-service training or bulletins.
V. OPERATIONS

a. Prior to a tour of duty, members using an LPR will ensure that an upload of hot list data from the Integrated Justice Portal has been performed for that day.

b. Data from field LPRs, whether mobile or portable, will be uploaded to (specify, i.e. the Department’s server ____________) via (specify method of transmission, position responsible, and how often, i.e. via flash drive by the LPR Data Custodian ____________).

c. When enforcement action, an investigation or prosecution results from an LPR hit, the hit will be preserved via (specify method in which you will document the hit ____________).

d. LPRs may be used in special operations or details such as high crime area patrols, STOP DWI initiatives, enforcement details, directed criminal investigations, etc. subject to the authorization of (position ____________).

e. When violent crimes occur, this Department may solicit assistance from other agency’s with LPR-equipped cars for assistance in identifying a vehicle or to gather license plate data in a particular area. Similarly, other departments may request assistance from this Department in the event of the same. Any mutual aid requests will be directed through the (specify position, i.e. Duty Sergeant, Desk Officer, Duty CID Detective, etc. ____________). Consideration should be given to deploying LPRs strategically such as at a perimeter, choke points, major highways, other avenues of escape, etc.

VI. LPR DATA

a. Members may request of (specify position ____________) that certain license plate numbers (complete or partial ____________) be entered into the Department’s Hot List. Examples of entries include:

1. Gang members/associates
2. Sex offenders
3. Crime suspects
4. Fugitives
5. Search warrant targets

b. Access to LPR data shall be limited to (specify positions/personnel, designees ____________).

c. Members making inquiries must make a log entry onto the LPR Query Log.

d. If the LPR Query Log contains a hit with an arrest associated with it, the LPR Query Log must be retained as part of the case file.

e. LPR Data Query Logs shall be maintained and secured for future audits.

f. Access to LPR data must be for a legitimate law enforcement purpose.

g. Members or staff conducting a query on behalf of an authorized requestor should make a log entry.
h. Requests to review stored LPR data and search results will be recorded and maintained in appropriate case files.

i. LPR data will be transferred/uploaded on a (specify timeframe, i.e. daily/weekly/monthly __________) basis by (specify position responsible __________) to the (specify destination of data, i.e. central server, crime analysis center, etc. __________).

j. LPR data from all mobile, portable and fixed LPRs will be managed by (specify person/position __________).

k. LPR data will be stored in the Department’s (specify, central server/other __________) for a period of no less than (specify __________), except in the following circumstances:
   1. LPR records will be maintained for (time __________) and/or until a final disposition has been reached in the particular case.
   2. LPR hits associated with an arrest will be maintained in the criminal case file and retained for the maximum period of time associated with such record.
   3. LPR hits associated with felony investigations will be maintained in the criminal case file and retained for the maximum period associated with such record.
   4. Whenever otherwise directed by the (specify command position __________)

l. Sharing and dissemination (describe your agency’s authorized LPR data sharing procedures, i.e. In addition to the procedures in Section VIII below, access to LPR data shall be limited to designated personnel who have been provided account access or who have been specifically authorized to access or search LPR data; data will be uploaded to the Crime Analysis Center, etc. or to other law enforcement entities upon the direction of the Chief of Police/Sheriff/Commissioner, etc.; note whether certain sharing is done routinely, and/or upon specific request of a law enforcement agency, etc.)

m. Backing up of LPR data system (designation of position responsible for preserving LPR data, frequency, redundancy and method of backup)

VII. FIELD PROTOCOLS

a. PATROL – LPRs are useful in general patrol assignments when the patrol vehicle is in a position to monitor vehicular traffic. LPRs may only be used for a legitimate law enforcement purpose.

b. Members may not use a mobile LPR unless properly trained in its use and operational protocols.

c. LPR-equipped vehicles should be used as often as possible. When not in use, LPR-equipped vehicles should be secured.
d. Members will ensure that a daily upload of hot list data has been performed to the LPR system so as to prevent stops using outdated data.

e. When the LPR indicates a hit, prior to making the stop, the member must
   1. Verify that the captured plate image matches the plate number of the vehicle
   2. Confirm that the hit is accurate through dispatch, etc.

f. The proactive entry of data or access to LPR records must be for a legitimate law enforcement purpose by authorized personnel. This applies to data uploaded prior to the deployment of the LPR as well as data which may be uploaded by a member during a tour of duty. Proactive/manual entry of LPR hot list in the field is permitted for:
   1. Dispatch reports of crimes, BOLOs, alerts in which a license plate number is part of the broadcast
   2. When directed or authorized by (specify: dispatch, Sergeant, CID, etc. ____________) and which must be for a legitimate law enforcement purpose.
   3. Members should query their LPR to ascertain if there is a prior read of the license plate which is the subject of the particular alert, bulletin or alarm.

   g. Proactive/manual entry of LPR hot list in the field is required for AMBER Alert or Missing Child or College Student Alert bulletins. Additionally, members must query their LPR to ascertain if there is a prior read of the license plate which is the subject of the alert.

h. Members will make an entry in the LPR Daily User Log whenever the LPR is used.
   1. Upon completion (or when the log is filled ____________), the LPR Daily User Log will be forwarded to the (specify person/position ____________).
   2. The (specify person/position) will ensure that entries are complete.
   3. If the LPR Daily User Log has an arrest or associated hit, it will be retained in the case folder.
   4. The LPR Daily User Log will be retained until all arrests have reached a final disposition.
VIII. INVESTIGATIVE PROTOCOLS
   a. Access to stored LPR data shall be limited to (specify positions authorized ____________).
   b. Members conducting LPR data inquiries must have been granted access by (specify person/position ____________).
   c. Requests to review stored LPR data shall be recorded and maintained in the same manner as criminal history logs.
   d. All inquiries of LPR data will be recorded by the member making the inquiry in the LPR Data Query Log.
   e. LPR Data Query Logs will be retained until all matters have reached a final disposition.

IX. LPR MAINTENANCE
   a. At the beginning of each tour of duty, members should verify the aim of the LPR camera(s) to ensure they are reading the correct lanes of traffic.
   b. Camera lenses may be cleaned with glass cleaner sprayed on a soft cloth.
   c. Any damage shall be reported immediately to the (specify LPR Administrator ____________).
   d. Technical questions concerning the LPR shall be directed to the (specify LPR Administrator ____________).

Authorized by: _____________________ Chief/Sheriff

Date: ____________________