New York, NY—Historically, New York City’s Lower East Side has been a haven for newly arrived immigrants offering low-income families low-cost housing in Manhattan. In the early 20th century, peddlers lined the streets selling wares ranging from clothes to vegetables. Many of the area’s residents viewed street peddling as the first step toward becoming a Macy’s or Bloomingdale’s. Since then, however, environmental and traffic concerns have led the city legislature to restrict street peddling.

In December of 1984, the Community Patrol Officer Program (CPOP) in Manhattan’s ninth precinct was established. CPOP attempts to combine the traditional law enforcement functions of a foot patrol officer with those of a community patrol officer who has the training and ability to pursue creative solutions to problems.

Since the inception of the CPOP unit in the ninth precinct, officers received constant complaints concerning problems created by unlicensed general vendors, licensed vendors who peddle from vans and peddlers selling books and magazines.

A review of citizen’s complaints revealed that some of the peddlers had been harassing pedestrians, selling stolen property and leaving trash on the sidewalk. In addition, peddlers took over large parts of the sidewalk and attracted crowds, both of which made it difficult for pedestrians to pass.

Many of the area’s residents viewed street peddling as the first step toward becoming a Macy’s or Bloomingdale’s.

Many of the complaints came from the business community. They felt the peddlers interfered with business and discouraged shoppers from frequenting the area. They also felt that the crowds the peddlers attracted blocked the entrances to their stores and dissuaded the customers from shopping.

(Continued on page 2)
entering. The community patrol decided to focus on pedestrian and vehicular traffic congestion, as well as on the litter created by the peddlers. Each one of these posed a different type of problem and demanded a different type of solution.

**Book Peddlers**

On St. Mark’s Place, from 2nd to 3rd Avenues, the book peddlers had taken over the sidewalk, in many instances forcing pedestrians to walk in the streets. In most cases the book peddlers were protected by the First Amendment. Officers are required to establish a balance between providing space for pedestrians and allowing book peddlers the leeway in which to exercise their First Amendment rights.

Community Patrol Officers William Rautenstrauch and Robert Wranovics informed all the book peddlers that a twelve-foot path must be maintained for pedestrians. In order to avoid any misunderstandings, a solid white line was painted on the sidewalk indicating the twelve-foot demarcation. Peddlers were allowed to set up tables between the white lines and the curb. In areas where there was not a twelve-foot path "No Peddling" was stenciled on the sidewalk. Surprisingly, the book peddlers not only are complying with these regulations, but also like the idea of knowing exactly where they can and cannot peddle.

**Licensed Peddlers**

The licensed peddlers habitually double- and triple-parked on Broadway from East 8th Street to East Houston Street. They sold their merchandise directly from their vehicles. This was the cause of extreme motor vehicle congestion. The CPOP unit tried a number of different approaches to correct this situation. The parking signs were changed from "No Parking, Monday through Friday, 8 am to 4 pm" to "No Standing, except trucks loading or unloading." This meant that peddlers could not stop their vans to sell their goods. In addition, officers issued summonses for violation of peddler regulations under the New York City Environmental Control Board.

The CPOP officers enlisted the help of the department of traffic to target ticketing efforts on Broadway and tow illegally parked vans. The towing program has helped to persuade the peddlers to park their vans away from Broadway, thereby opening parking spaces for shoppers. It has also reduced the double parking and congestion significantly.

**Unlicensed Peddlers**

Not only were the unlicensed vendors a problem unto themselves, (i.e., they were not licensed) but, more importantly, they generated large amounts of litter which cluttered the sidewalk. In addition, they crowded the sidewalk, forcing pedestrians to walk in the street.

CPOP officers Toni DeMeo and Alicia DeCurtis used a combination of tactics in dealing with the unlicensed general vendors. They persuaded the sanitation department to pick up trash twice a day at peddling locations. The officers issued summonses and confiscated merchandise from unlicensed vendors. Confiscating the merchandise discouraged the unlicensed peddlers from returning to the same area. After the vendors had left, the sanitation department would sweep up trash or merchandise remaining on the sidewalk.

In addition to these tactics, Officers Mark Ficeto and Thomas McHale wanted to make sure there was enough space for pedestrians on the sidewalk. They set up steel barriers along the sidewalk to present a physical barrier to the peddlers. The barriers forced the peddlers to make room for the pedestrians.

Once the CPOP officers recognized that what they first thought was a single problem (that of street peddling) was a combination of three smaller ones, the problems became more manageable. By breaking "peddlers" down into book peddlers, licensed and unlicensed peddlers, they were able to develop individualized solutions tailored to each one of these groups.

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**Law Enforcement Joins Up to Problem-Solve**

Are you familiar with PERF's nationwide, state-of-the-art communication system, METAPOL? METAPOL is a valuable research and communication tool. One entry on METAPOL provides the potential for responses from a nationwide network of law enforcement professionals. At the same time, it provides 24-hour access to information that would normally cost more to obtain in staff time, postage or long distance calls.

Those interested in joining the debate and staying abreast of issues that effect the future of the law enforcement community should contact Sophia Carr, Research Associate, at PERF (202) 466-7820.
How to Get Lieutenants Involved. Administrative Problem-Solving

Editor's Note: Problem-oriented policing redefines the role of the police officer. It asks the officer to do more than respond to citizen's complaints. It asks them to begin to respond to citizens' needs. Just as problem-oriented policing redefines the role of a police officer, so too the implementation of problem-oriented policing presents new challenges to police administrators. First, departments must actively facilitate problem-solving among their officers. Second, as officers address problems on the neighborhood or beat level, departments must encourage police administrators within the agency to problem-solve on larger issues.

Most of the articles published in Problem-Solving Quarterly address street officers’ responses to problems. The articles that follow illustrate efforts by administrators to participate in the problem-solving process. They should provide guidance to police agencies in their efforts to reformulate the role of police administrators in a problem-oriented police department. Our purpose in publishing than is to shed some light on another aspect of problem-oriented policing—administrative problem-solving.

Transit Police Eliminate Inconvenience

New York, NY—The young man was scratching his name on the plexiglass window of the subway car. The transit police officer who spotted him arrested him for criminal mischief, defined in New York as a misdemeanor constituting the defiling of property. The officer took the 18-year-old to transit police headquarters. Since the youth was not the target of an outstanding warrant and was able to produce satisfactory identification, he was eligible for a Desk Appearance Ticket (DAT). A DAT is a document issued to offenders who have committed minor violations or certain misdemeanors, and who are not being sought on active warrants. The DAT releases the defendant on his own recognizance with a mandate to appear in court on an assigned date.

The young man was photographed and fingerprinted. He then waited while the officer completed the paperwork for the arrest. Three hours later, the vandal was released with his DAT. It was a fairly brief detention for

Auto Accidents Averted

Philadelphia, PA—Police vehicle accidents are a concern to all police departments. The economic cost of these accidents are high and the safety of both officers and citizens are at risk when police respond to routine as well as emergency assignments.

The south police division of the Philadelphia Police Department is comprised of four patrol districts, with about 450 patrol officers assigned to each. Approximately 80 percent of the officers on patrol drive marked police vehicles. In 1987 the division had 99 accidents.

In October 1988, Lieutenant Mike Hasson took on the task of reducing the south division's accident rate. To get a feel for the nature of the problem, he conducted a survey of officers.

The survey revealed some surprising facts, the most startling of which was that officers felt they were responsible for at least 50 percent of all police vehicle accidents. Although rookies were in more accidents than veterans, they accounted for the largest

POP Challenges Evaluations

By John Stedman

Across the nation, many police administrators have looked to problem-oriented policing as a way to improve the delivery of police services. While problem-oriented policing is an effective strategy for addressing many of the issues facing policing today, it frequently challenges the management style of an agency's chief administrator, managers and first-line supervisors, especially in the area of personnel evaluation.

In most law enforcement agencies, the personnel evaluation system is a product of civil service reform efforts. These efforts attempted to create objective and measurable evaluation criteria applicable across a class of jobs. They often resulted in creation of evaluation criteria that were used for jobs throughout an organization, or, in some cases, for the entire city or county.

Personnel evaluations are used for a variety of purposes: review of performance, pay increases, promotions, training, development and discipline. They are

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It was not unusual for an officer to lose a full tour of duty waiting for his DAT complaint to be drawn.

After signing the intake log at ECAB, the officer retired to a lounge with his newspaper and morning coffee to wait for a meeting with an assistant district attorney.

The officer's wait would depend on the degree of arrest activity that day. Felonies and misdemeanor arrests in which the prisoner is held for a court appearance would be called before the DAT. If, for example, a narcotics sweep had been conducted the night before, producing scores of felony arrests, the officer would have to wait many hours to be heard.

At that time it was not unusual for an officer to lose a full tour of duty (eight hours and 35 minutes) or more waiting for his DAT complaint to be drawn. The department would spend a day's pay plus approximately $30 an hour in overtime pay for the arrest. In addition, the public was deprived of the benefit of having him on patrol for the length of time consumed during the arrest process.

When finally called, the officer told the assistant district attorney what he had observed. The narration of events took all of five minutes.

The transit police department decided to do something about this costly and inefficient process. They discussed the problem with the district attorney's office.

The problem was rooted in New York State Criminal Procedure Law which initially created the DAT to avoid procedural delays. Although created to save time and money, the DAT process tended to add hours and dollars to the arrest process.

It was a time-honored practice in New York for an assistant district attorney to draw a complaint based on a personal interview with the arresting police officer. Like so many long-standing practices, it had become accepted without question. A fair reading of the law revealed that a personal interview of the officer by the assistant district attorney was unnecessary.

Working closely with the district attorney's office, the transit police created a deposition form that was simple and all-inclusive. The paperwork for the most common misdemeanor charge was reduced to a series of check-off boxes, able to be filled out by either a civilian or an officer. For the few arrests that did not fit the form, a supplemental page was added so the officer or victim could narrate the event.

The form had precise instructions about the required wording of the narrative. At the bottom of the page was a legal phrase that, when signed, turned the form into a sworn statement acceptable in court. This eliminated the need for an arresting officer to meet with an assistant district attorney.

These forms and other necessary paperwork were packaged together for arresting officers and assistant district attorneys. The arresting officer did not need to appear in the complaint room at all. Instead, one liaison officer could bring all the DAT arrest packages for a given day to the ECAB for complaints to be drawn.

The new, streamlined procedure, known as the "DAT Express," began last year as a pilot project in one of the five counties that comprise the City of New York. The experiment was initiated in the busiest jurisdiction, New York County (the borough of Manhattan).

A fair reading of the law revealed that a personal interview of the officer was unnecessary.

The project has been greeted with enthusiasm by police officers and district attorneys alike. The officers no longer have to wait in the complaint room all day. The district attorney's office now receives all the paperwork in one complete package. In addition, the department gains a day of patrol from an officer who might otherwise have spent that tour of duty in a waiting room. What used to consume a entire workday for approximately 30 officers is now completed in a single morning by

(Continued on next page)
If officers look beyond emergency runs to the impact reckless driving has on the community, they would use more care in responding to calls.

The officers believed that the division was capable of reducing accidents by 40 percent. Most serious accidents were the result of responding to emergency runs, many of which were crimes in progress.

Hasson felt that if officers looked beyond the emergency run to the impact reckless driving had on the community, they would use more care in responding to calls. The goal of the project was to change officers' orientation from merely responding to isolated incidents to taking into consideration the effect his or her driving might have on the safety of the community.

Supervisors conducted accident scene investigations and made recommendations to officers on how to avoid accidents in the future. Monthly bulletins were published identifying the most common types of accidents and ways to avoid them. Officers involved in accidents that were caused by carelessness or excessive risk-taking were admonished for their failure to act responsibly. In all, accountability was stressed on every police run and patrol districts with good driving records were complimented monthly.

Hasson implemented the program in 1988. In 1987 south division had 5.9 accidents per 100,000 miles driven. In 1988 this fell by 1.8 accidents to 4.1 accidents per 100,000 miles driven. In 1989 this rose slightly to 4.2 accidents per 100,000, however the increase was substantially less than the increases experienced by the southwest division and the city as a whole (see table below).

South division has just completed the second year of the program. In this second year they are starting to see the results of the program. Heavy damage accidents were cut in half, from eight to four. The number of officers injured was reduced by three, from 20 to 17. All in all, they have been able to slow their officers down.

At present, the department is looking at the program in south division and in the near future, a department-wide program will be instituted.

For more information contact:
Lt. Mike Hasson, Philadelphia Police Department at (215) 686-3015.

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The transit police estimate that they are saving over 12,000 tours of duty a year in Manhattan alone. There were some raised eyebrows, one from a judge who was heard to say the first time the new forms appeared in his courtroom, "This can't be legal, it's so simple. If it were legal, someone would have thought of it before."

The judge was wrong. The deposition forms have been accepted and are a huge success. During the first nine months, the new method was used in almost 1,000 arrests by the transit police in Manhattan. In addition, the DAT is used to record witnesses' statements and they no longer need to be interviewed by an assistant district attorney.

In March of 1990 the program was expanded to two other jurisdictions, the Bronx and Brooklyn. In Manhattan, plans are now being made to extend the use of the simplified deposition forms to felonies. Although felonies were never offenses which required a DAT, the new deposition forms could still be used to avoid a trip to the district attorney's office.

For more information contact: Dean Esserman, New York Transit Police at (212) 330-3441.
to control and standardize officer behavior. This has been reflected in their performance evaluation criteria.

In traditional approaches to policing, officers are given discrete tasks to perform that may or may not address the overall response to a problem. For example, in an area where there are recurring citizen complaints of loitering, public drunkenness and disorderly conduct, an officer is typically expected to make frequent checks of the location, take police reports when appropriate and make arrests when violations are observed. The tasks here include driving by the location with certain regularity, making arrests, determining when a report is required, and properly completing the necessary report forms.

Creativity and freedom of action will not be of value in this approach. However, in a problem-oriented police department, the officer's tasks for responding to the same loitering complaint are different. The officer is responsible for identifying locations where loitering, public drunkenness and disorderly behavior occur rather than waiting for them to surface through citizen complaints.

Once he or she has identified problem areas, the officer is expected to gather information about the problem. For example, who hangs out at that location? Why are they there? How are their actions affecting others? What makes the location more attractive to them than another location? Information gathering may involve talking with people who frequent the problem location or surveying local residents and businesspersons.

The officer uses this information to identify different ways of responding to the problem. The analysis may suggest responses that are made up of tasks vastly different from those performed under the traditional approach. The officer selects and implements a response. After implementing the response, the officer evaluates the effectiveness of the response.

In departments where problem-solving takes place, the role of patrol officers and supervisors should be redefined.

In order to be successful, problem-solving officers must have the freedom to act within broader boundaries than previously prescribed. They perform different types of tasks when searching for a response to a problem. These tasks are not easily evaluated by the criteria developed under the traditional approach to policing.

Supervisor/Subordinate Relationship

Problem-solving is a dynamic activity. As officers gather information, analyze problems, explore alternative approaches and evaluate responses, their ideas about how to deal with a problem may change. They may find themselves in unfamiliar territory, considering non-traditional responses. They may lack access to needed resources.

Supervisors will need to work closely with their officers, discussing and revising goals throughout the officers' problem-solving efforts. (Continued on page 7)
Bob Burgreen, chief of the San Diego Police Department, said his agency looks forward to hosting this conference so that the department's practitioners can share the benefits of their experience with other police agencies around the country. Burgreen's department began implementing problem-oriented policing in 1987.

The conference will include presentations from San Diego but will also feature practitioners from many of the other agencies around the country who are engaged in problem-oriented policing. It will consist of interactive workshops, break-out sessions and plenary sessions featuring national experts on problem-oriented policing.

Police personnel of all ranks are encouraged to attend, as are municipal and county executives and other public officials.

Since the mid-1980's, PERF has pioneered the concept of problem-oriented policing, providing technical assistance and training to hundreds of police agencies implementing the policing strategy.

Participation in the Second National Problem-Oriented Policing Conference will be on a first come-first served basis. To register, send payment to PERF, 2300 M Street, N.W., Suite 910, Washington, DC 20037. The early registration fee (prior to Sept. 1) is $260 for each conference participant; the regular registration fee is $295. Payments may be made by cash, check or purchase order. Credit cards are accepted. Checks should be made payable to PERF. Call (202) 466-7820 for more information.

John Stedman is a Senior Researcher with PERF.
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