The Roots of a Problem:  
Miami’s Allapattah Produce Market Revitalization Protect

by Lieutenant Michael Columba
Miami Police Department

The Allapattah Produce Market in northwest Miami is a focal point for the commercial shipping of fresh produce for the southeast United States, through the Port of Miami, the Miami International Airport, and the railroad and highway transportation systems. The Produce Market also distributes fresh produce to the local supermarkets, cruise ships operating out of the Port of Miami, and “mom and pop bodegas” in the area.

This three-by-five city block area is surrounded by garment manufacturing and wholesale outlets, as well as some moderately priced, working-class residential communities.

During the past few years, the Produce Market became an extremely troubled neighborhood, riddled with a wide range of crime, a large homeless population, pollution and health hazards, and a general malaise that negatively impacted the economic infrastructure and quality of life in the area. Business operators had allowed their facilities to become run down, characterized by unpainted structures, trash-strewn parking lots, overgrown vacant lots and overflowing garbage bins.

The neighborhood’s streets were woefully inadequate to support the increasing flow of large commercial tractor-trailer trucks, which generated a major traffic congestion problem. Produce distributors were disposing of rotten produce down the sewers, which eventually flowed into the Miami River, creating a significant pollution hazard.

Scanning

The Problem-Solving Team police officers and code enforcement personnel assigned to the City of Miami Allapattah Neighborhood Enhancement Team area received numerous complaints concerning the pollution problems, health hazards, heavy road traffic, inadequate parking and staging areas, illegal dumping, code violations, and homeless population related to the Produce Market.

The Problem-Solving Team officers also noted a heavy volume of calls for service and an alarmingly high incidence of illegal narcotics trafficking, strong-arm robberies and burglaries in the area. Additionally, the Environmental Protection Agency was notified and cited commercial establishments in the Produce Market for the pollution violations resulting from illegal dumping of rotten produce into the city’s sewers.

Residents in the neighborhoods adjacent to the Produce Market expressed concern about the dangers and congestion created by the large trucks (at times 18-wheel commercial tractor-trailer trucks) on their small community streets, as well as the disturbing levels of street crime and home burglaries in their community. Produce shippers complained about the inadequate parking, unloading and turn-around facilities at the Produce Market. Residents also complained about the nuisances associated with the increasing population of homeless people that congregated near the Produce Market. The market became a magnet for countless homeless people, in search of discarded produce. Opportunistic entrepreneurs resold discarded produce to homeless people attracted to the neighborhood.

Commercial produce distributors operating in the Produce Market also complained about the pollution and health hazards that had a negative impact on their businesses.

The Produce Market is a vital component of Miami’s economic base. As it became increasingly decrepit, the impact was not only economic—the overall quality of life in the neighborhood also suffered. The combination of pollution, health hazards, and the problems associated with an extensive homeless population had created a significant problem for this neighborhood.

The area’s stakeholders realized that the situation was deteriorating and was having an increasingly negative impact on their businesses.

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business interests. They realized that partnerships with law enforcement, code enforcement and environmental agencies would help address their concerns.

Analysis

The Problem-solving team used several analytical approaches and data sources. They analyzed the area’s service calls and crime statistics to develop a better understanding of the criminal activity.

The team also conducted a traffic analysis to develop a comprehensive industrial-commercial street traffic plan for the area. The goal of the traffic analysis was to develop a designated commercial access route to the Produce Market area from the major arterial road system, forcing the trucks to avoid residential communities. This analysis would also address ways to avoid the major traffic congestion and parking/staging area problems created by the large commercial tractor-trailer trucks.

The Problem-Solving Team also conducted an extensive zoning analysis of all the commercial enterprises in the area to develop a plan for addressing waste disposal, pollution and illegal commercial operations (such as operating the business beyond the confines of the establishment).

These efforts required business participation as the overall plan would affect all aspects of the commercial operations in the area—from timely, and reliable produce transportation to sanitary waste disposal. This plan would also address the “gray market” in discarded produce, code violations and littering and illegal dumping standards.

The project team learned that while the volume of produce distributed at the market has increased significantly, concomitant increases in transportation infrastructure improvements have not.

Transportation infrastructure was not the only system that did not keep pace with the market’s growth. As the overall tempo of operations escalated, the levels of waste (in the form of past-date produce) increased. The infrastructure designed to process the waste products became terribly inadequate, and the distributors resorted to unsanitary and illegal means to dispose of unusable produce. The analysis of all produce processed at the market and the associated disposal situation helped the Problem-Solving develop a plan to address the problems.

"By forming effective partnerships with the stakeholders in the Produce Market, the City of Miami Police Department applied a proactive approach to the multiple problems that were plaguing the Produce Market."

Along with the increased commercial activity at the Produce Market came increases in the homeless population and their encampments adjacent to the facilities. The Miami Coalition for the Homeless and supporting agencies conducted a study to determine if there was a more effective process to distribute past-date produce to discourage homeless people from congregating in the area. Vacant and overgrown property (some related to the Florida East Coast Railroad) provided locations for expansive homeless encampments.

Federal, state, county and city statutes addressing pollution, sanitation, building codes, criminal activities, business regulations and traffic violations provided legal authority to support problem-solving efforts. The Problem-Solving Team officers teamed with code enforcement personnel from the Allapattah Neighborhood Enhancement Team to focus on the numerous violations in the Produce Market and quality of life issues.

Community input came primarily from the various commercial entities within the Produce Market. The larger, more established, produce distribution businesses were in compliance with the various regulations and codes. However, these operators were concerned about the smaller enterprises, whose standard practices not only violated codes, but contributed to the pollution and unhealthy conditions in the market. They articulated their concerns to the law enforcement officers and other regulatory agencies.

Response

The issues that were creating the deterioration of the Produce Market demanded a series of responses beyond more traditional law enforcement responses. The Problem-Solving Team officers and code enforcement personnel worked closely with all of the commercial entities within the Produce Market to address code violation issues.

The Problem-Solving Team officers also worked with the commercial operators to develop improved parking, unloading and turn-around facilities for the large trucks serving the businesses in the area. These officers also worked with the Florida East Coast Railroad in an effort to improve the overgrown and littered area around the railroad tracks that served the Produce Market.

Multiple agencies involved with environmental and pollution issues focused their efforts on how the businesses disposed of their outdated produce and the impact those procedures had on the sewer systems and other environmental elements. The Problem-Solving Team officers collaborated closely with the Miami Coalition for the Homeless and the Homeless Assistance Center to address the problems associated with the large homeless population in the area.

In the instances involving criminal activity, such as robberies and burglaries, the conventional law enforcement responses were used. However, the major problems plaguing the Produce Market required extensive collaboration between the Problem-Solving Team officers and other agency officials responsible for environmental issues, sanitation, public health, code enforcement and homeless assistance.

In the past, these officials addressed the issues at the market separately. The market Power Play response effort required See Allapattah on Page 6
that teams of officials focused on the Produce Market and coordinated their efforts. These teams of officers and regulatory agency personnel toured the Produce Market as often as twice a day, presenting a near-continuous presence.

Code enforcement personnel issued citations for a wide array of violations and focused on repeat offenders in an effort to impose harsher punishment and possibly suspending licenses. Citations were issued for overflowing garbage containers, conducting business beyond the confines of the establishment, and a host of other illegal activities.

Caseworkers from the City of Miami’s homeless assistance programs interviewed the homeless people, offering shelter, drug treatment, mental health counseling, and job search assistance. In most cases, with the help of the Homeless Assistance Center, the homeless people were moved into shelters away from the Produce Market. Working with the Florida East Coast Railroad officials, the Problem-Solving Team officers convinced railroad officials to clean up the area around their tracks and to erect fencing that would limit access to the tracks and overpasses.

The goals of the response plan were multiple:

- To significantly reduce the pollution created by improper disposal of waste at the Produce Market;
- To improve the sanitation and health standards at the Produce Market;
- To reduce the traffic congestion in the streets adjacent to the Produce Market and to increase the truck parking facilities, improve the loading/unloading areas, and to expand the turn-around areas;
- To reduce the criminal activity in the area;
- To remove the various inducements attracting homeless people to the area (such as the "gray market" for outdated produce sales and ready access to unsafe shelters) and provide them with services;
- To promote a partnership between the commercial entities at the Produce Market and the City of Miami officials responsible for enhancing the overall quality of life in the community;
- To create a unique Farmer’s Market atmosphere that would attract residents to the area to purchase fresh produce directly from the distributors; and
- To encourage the business operators to cooperate in a self-policing agreement focused on cleanliness and beautification, which would result in an overall improvement in the quality of life in the Produce Market and significantly enhance their long-term commercial interests. In short, a cleaner, safer, more comfortable workplace will attract and reduce employee turnover and increase profits.

Assessment

In general, the Produce Market has been remarkably transformed. As a result of discussions and meetings between the business operators and the various regulatory agencies responsible for health, sanitation and pollution issues, code enforcement procedures have been clarified and businesses are rapidly approaching compliance.

The homeless population has been diverted to services or other locations and the crime rate in the neighborhood has been significantly reduced. Business owners and operators have undertaken a wide range of initiatives to improve their facilities and support infrastructure—they have repainted buildings, enclosed parking lots, enclosed and secured trash bins, reduced trash and litter, and community members have undertaken volunteer beautification projects.

In an effort to enhance the quality of life and to improve their commercial opportunities, the business owners have created a merchants association. The newly created association will become a vital coordinat-

Conclusion

The revitalization of the Produce Market exemplifies the way the City of Miami Police Department has embraced a community-oriented policing philosophy as a standard operating procedure.

By forming effective partnerships with the stakeholders in the Produce Market, the City of Miami Police Department applied a proactive approach to the multiple problems that were plaguing the Produce Market and its surrounding areas. The dedicated Problem-Solving Team addressed the root causes and underlying conditions that created the problems at the Produce Market.

Their personal efforts and the close relationships that were developed with the commercial operators in the Produce Market were absolutely essential in the ultimate transformation of this vital commercial establishment in the City of Miami.

To submit a POP project for publication in an upcoming issue of Problem Solving Quarterly contact David Edelson at dedelson@policeforum.org.

Due to space constraints not all submissions can be printed.

PERF reserves the right to edit all submissions for content and clarity.
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♦ American Airlines is the designated carrier for this meeting. The reservations number is 1-800-433-1790 and the authorization code for POP Conference discounts is A34D1AG.

♦ Avis is the designated car rental agency. The reservations number is 1-800-331-1600 and Avis Worldwide Discount (AWD) number is K261648.

Register online at www.policeforurn.org
With the conclusion of Police Week ceremonies and activities last month, this is a good time to update PERF members on the National Law Enforcement Officers Memorial Fund (NLEOMF) efforts.

The Fund, governed by 15 of the leading police organizations and associations, including PERF, oversees the Memorial, located in Northwest Washington, D.C. With the names of all American police officers killed in the line of duty engraved on its walls, the Memorial serves as the site for the Candlelight Vigil, a special tribute to the officers killed the previous year.

For many, the Vigil is the most significant event of the week. Attended by about 15,000 police officers, survivors, families and friends from across the country, the ceremony honoring fallen officers concludes with the entire audience lighting candles and listening to a reading of each officer’s name who was slain the year before.

Since its dedication 10 years ago, the Memorial has assumed an important role in the national police community. It provides a gathering place for families and friends to grieve and remember loved ones and colleagues. It serves as a unifying symbol for all American law enforcement. While members of the police community do not always speak with a single voice on many issues, this is one cause that has brought together all police organizations.

Inspired by the established success and widespread support for the Memorial, the NLEOMF Board endorsed the idea a few years ago to pursue a new project—building a national Law Enforcement Museum in Washington, D.C. to complement the Memorial and because the United States does not have a first-class, national police museum.

Craig Floyd, the NLEOMF Executive Director, led the effort to identify potential sites in Washington, line up the necessary approvals, obtain congressional support, and finally secure passage of legislation in the House and Senate last year giving the NLEOMF the right to use federal land adjacent to the Memorial. In contrast to the recent controversy over other memorials in the nation’s capital city, this effort won approval relatively easily under Floyd’s direction and national campaign for support.

While it may take nearly a decade to complete, we envision an exciting museum that documents the important contributions that American police and law enforcement have made to this country. It will serve as an educational tool for American youth. We hope it also will become one of the sites that Washington visitors will consider a must-see.

The development and building will not be inexpensive. The NLEOMF Board and police groups have begun planning how to appeal to the “police family” and its friends for support. Police chiefs will play a central leadership role in the law enforcement community as we muster support for the fundraising campaign. Indeed, the PERF Board of Directors passed a resolution at its last meeting to support the establishment of the museum. We hope you will submit your ideas for support to the Fund.

To kick off the effort, there will be a fundraising gala Oct. 13 in Washington, D.C., to celebrate the 10-year anniversary of the Memorial’s dedication and to raise money for the museum.

The Memorial has served as a unifying force for American law enforcement. It serves as a reminder of the ultimate sacrifice that so many officers have made serving their communities. The museum promises to make its own unique mark in celebrating and educating others about America’s police.
Congress Focuses On Range of Issues

by Martha Plotkin

Racial Profiling

If you've provided an email address to PERF, you already know that U.S. Rep. Conyers (D-MI), U.S. Sen. Hillary Clinton (D-NY) and others introduced the "End Racial Profiling Act of 2001" on June 6, (H.R. 2074 and S. 989, respectively). PERF has not taken a formal position, though we have met with congressional staff over the past few weeks to express our concerns with earlier drafts. We have sent the proposed legislation as introduced to our Board of Directors and Legislative Committee, as well as members to develop a position and constructive feedback for Hill staff. We are working with Major Cities Chiefs to collaborate on some effective responses. We hope to continue working with Congress to ensure your concerns are considered. Information will become available on our website as it is developed.

With the release of our racial profiling report (see Page 1) we hope to provide early feedback even though we do not expect quick action on the bill in its current form.

Appropriations

It's also appropriations time again. Commerce-State-Justice appropriators will soon consider police funding issues. For example, President Bush's proposed 2002 budget would eliminate the Byrne discretionary grant program, primarily because it is so heavily earmarked—a practice that PERF has long advocated against because of its impact on the integrity of an otherwise competitive process. Though many earmarked programs are important initiatives, we believe the grant process should be competitive. BJA discretionary funds bring new ideas and research directly to the field through demonstration projects on such issues as gangs, homicides, repeat offenders, youth violence and drugs. Advances in policing, such as community policing, are the result of such innovation.

In the President's budget, the COPS office focus would shift more to technology, and in the hiring area to school resource officers. While PERF supports many of the funding initiatives proposed by the Administration and appreciates the level of funding for so many law enforcement-related needs, PERF has also supported full reauthorization and appropriations for the COPS Office and has hoped that more flexibility would be permitted with the hiring funds. PERF has also advocated full funding of the Local Law Enforcement Block Grant Program (the President's budget would reduce funding from about $523 million to $400 million). You will receive more information as the appropriations process gets into full swing, and sample letters will be available on the website.

Police Officer Bill of Rights

Federal POBRs have again been introduced as H.R. 1626 by U.S. Rep. Jim Ramstad (R-MN) and S. 840 by U.S. Sen. Joe Biden (D-DE). PERF has been conducting an analysis of the new bills, which is also posted on our website. It will be periodically updated as additional legal officers weigh in on the subject. These are only two of several pending bills on POBR and collective bargaining. PERF has opposed similar legislation in the past, in part, on the grounds that it creates tremendous obstacles to detecting, investigating and disciplining officers engaged in misconduct. It also preempts state laws that provide fewer protections than the federal proposal. Several legal officers in PERF member agencies are comparing the bills to their state laws to demonstrate the negative impact it would have on police accountability. (See Chief Robert Olson's column on Page 2.)

Concealed Weapons

Also back is H.R. 218, a bill by U.S. Rep. Randy Cunningham (R-CA) that would permit current and retired officers to carry concealed weapons outside their jurisdictions. PERF opposed this legislation in previous years because of the increased risk for "friendly fire" that would endanger officers from other jurisdictions if they pulled a gun during an incident involving local police; liability concerns for the individual officer and employing agency; oversight and accountability for police use of force, states' rights and other issues. Information on this can also be found on the website. PERF expects there may be hearings on this legislation again this session.

PERF's website is having a facelift, so please be patient if you have any problems accessing legislative information. If you wish to be put on the email alert system, please send your email address torneuburger@policeforum.org.

Martha Plotkin is PERF's Director of Communications and Legislative Affairs.

Looking for PERF Books?

PERF's catalog of publications can be found on our website www.policeforum.org
Books and free catalogs are also available by calling 888/202-4563.
Bulk discounts are available for training, promotion exams and classroom use.
The training chapter suggests that agencies go beyond traditional diversity training to allow officers to explore the nature and manifestations of racially biased policing. Recommended curriculum topics range from the conceptual/philosophical (e.g., human rights and democratic policing) to the front-line practical (e.g., key decision points where racially biased policing may occur).

Gaining or restoring minority groups' trust is critically important in the wake of nationwide concern about "racial profiling." The report recommends that departments develop police-community task forces to address the local issues related to racially biased policing and to work with the chief to identify appropriate roles and responses. Additionally, the chapter details elements and categories of effective outreach initiatives, using examples from around the country.

In the national debate, collecting data on the race/ethnicity of citizens with whom police engage somehow became designated as the "answer" to "racial profiling." Federal, state and local policymakers have come to believe that collecting data is the way for departments to respond to this problem. As the report discusses, the PERF project team believes data collection is just one item on a menu of options for responding effectively to racially biased policing.

There are some strong arguments for adopting a data collection initiative and there are some powerful drawbacks to these systems of which executives need to be aware. PERF neither advocates nor opposes data collection, but instead, believes that police and citizens from their jurisdiction need to consider the pros and cons of data collection to decide whether it will be part of a multipronged response protocol. Citizens and police will assess the community's needs and see that resources are spent on priorities (whether that is training, recruiting, data collection, or others).

For those jurisdictions that choose or are required to collect data, the report recommends target activities, the data elements to include and potential benchmarks. These recommendations were drawn from existing reports, as well as a review of more than 100 data collection protocols from around the country. Because of the great challenges associated with the analysis and interpretation of data, PERF, with additional funding from the COPS Office, is initiating a follow-up project to produce in-depth guidance for departments in this area.

The report provides broad outlines for effective responses to racially biased policing and PERF plans to continue work in this area to further develop some of the ideas and aid agencies in implementing their responses. Reflecting the ongoing nature of this work, new information and resources will be posted on the project website (www.policeforum.org) as it becomes available.

Lane Fridell is Director of Research at PERF and one of the authors of Racially Biased Policing: A Principled Response.
EMPLOYMENT LISTINGS

City of Scottsdale, Ariz.—Deputy Police Chief

Scottsdale, one of the nation’s premiere communities, is seeking a Deputy Chief of Police to join the department’s senior executive team. The city is a vibrant full-service community with a population of 220,000 and a workforce of more than 2,200. The police department has a current budget of $43.9 million and a staff of 575 (349 sworn and 226 civilian).

The ideal candidate is a decisive, results-oriented leader, experienced in all aspects of professional policing. In addition, candidates should have a proven commitment to community policing, a track record of improving service delivery, and demonstrated ability to build and maintain relationships. A Bachelor’s Degree (Master’s preferred) and more than two years of recent experience at the level of a Police Captain is required. Must obtain and maintain Arizona POST certification. Executive-level training at the FBI Academy, Senior Management Institute for Police, LEEDS, Southern Police Institute, or a similar executive management school is desirable.

Salary range is $77,896 to $105,019. The city offers an attractive compensation and benefit package. Submit cover letter with current salary, resumes, and three work-related references by Friday, June 29, 2001 to John Shannon; Shannon Associates; 740 University Avenue, Suite 130; Sacramento, CA 95825; (916) 567-4280; Fax (916) 567-1220; Email: resumes@shannonassoc.com; Website: www.shannonassoc.com.

Rock Island, Ill.—Police Chief

The City of Rock Island is recruiting for an experienced Police Chief to supervise and manage the police department. Rock Island has a population of 39,684 residents and is located in western Illinois along the Mississippi River. Rock Island, Moline and East Moline in Illinois and Davenport and Bettendorf in Iowa make up a metro area called the "Quad Cities" with a population of 350,861.

The department has 114 full-time employees (86 sworn officers, 28 civilians). Police operations are separated into four major areas: administration, patrol, major crime and technical services. The department is also responsible for the telecommunications center which dispatches all public safety calls. The chief is responsible for planning, organizing and directing the efficient operation of the department, including the establishment of all policies, procedures and regulations. Work is performed under the direction of the City Manager.

The ideal candidate will possess strong leadership skills and be effective in maintaining community involvement and support. Strong communication, organizational and management skills are also required. The candidate must have a Four-Year degree with major course work in law enforcement and thorough experience in various aspects of police operations as a police officer and a command officer. Experience and success with community-oriented policing is important. Rock Island has enjoyed a stable administration. The prior chief accepted another chief position after 10 years and the City Manager has held the position for 14 years.

The salary range is between $50,951 and $79,040. The city offers excellent fringe benefits, including pension, major medical, paid leave, tuition reimbursement and also will contribute 5 percent of salary to ICMA’s 457-deferred compensation plan. Applications (including resumes and cover letters) will be accepted in the Personnel Department, Rock Island City Hall, 1528 3rd Ave., Rock Island, IL 61201. To request an application by mail, call (309) 732-2050. Confidentiality will be protected through the recruitment process. A City of Rock Island application must be completed and are available at www.rigov.org. Applications will be accepted through July 15.

Ways to Contribute to Subject to Debate

Help PERF continue to make Subject to Debate a vehicle for the latest issues in progressive policing. PERF members and readers are once again reminded to send articles and items of interest for PERF to consider publishing in this newsletter. PERF welcomes the following submissions:

♦ Original Articles. Articles should be relatively short (800—1,200 words) and focus on a current issue of interest for progressive police professionals. PERF seeks articles that give a fresh perspective on these issues, and that offer practical, sound ideas for police professionals to institute in their own agencies. Articles will be reviewed for content, interest to PERF readers and writing quality.

♦ Reader Responses. Send in responses to articles that have appeared. Let your voice be heard on these important issues. These articles should be from 200—500 words in length.

♦ Bulletin Board Items. Send in notices of upcoming conferences, new publications or other short information items to be shared in the Bulletin Board section.

♦ Employment Opportunities. PERF will publish employment advertisements that are relevant for PERF members as space allows. These advertisements are published free of charge as a service to members.

The deadline for all material is the 15th of the month prior to publication. Send submissions to David Edelson at dedelson@policeforum.org or by fax to 202/466-7826.