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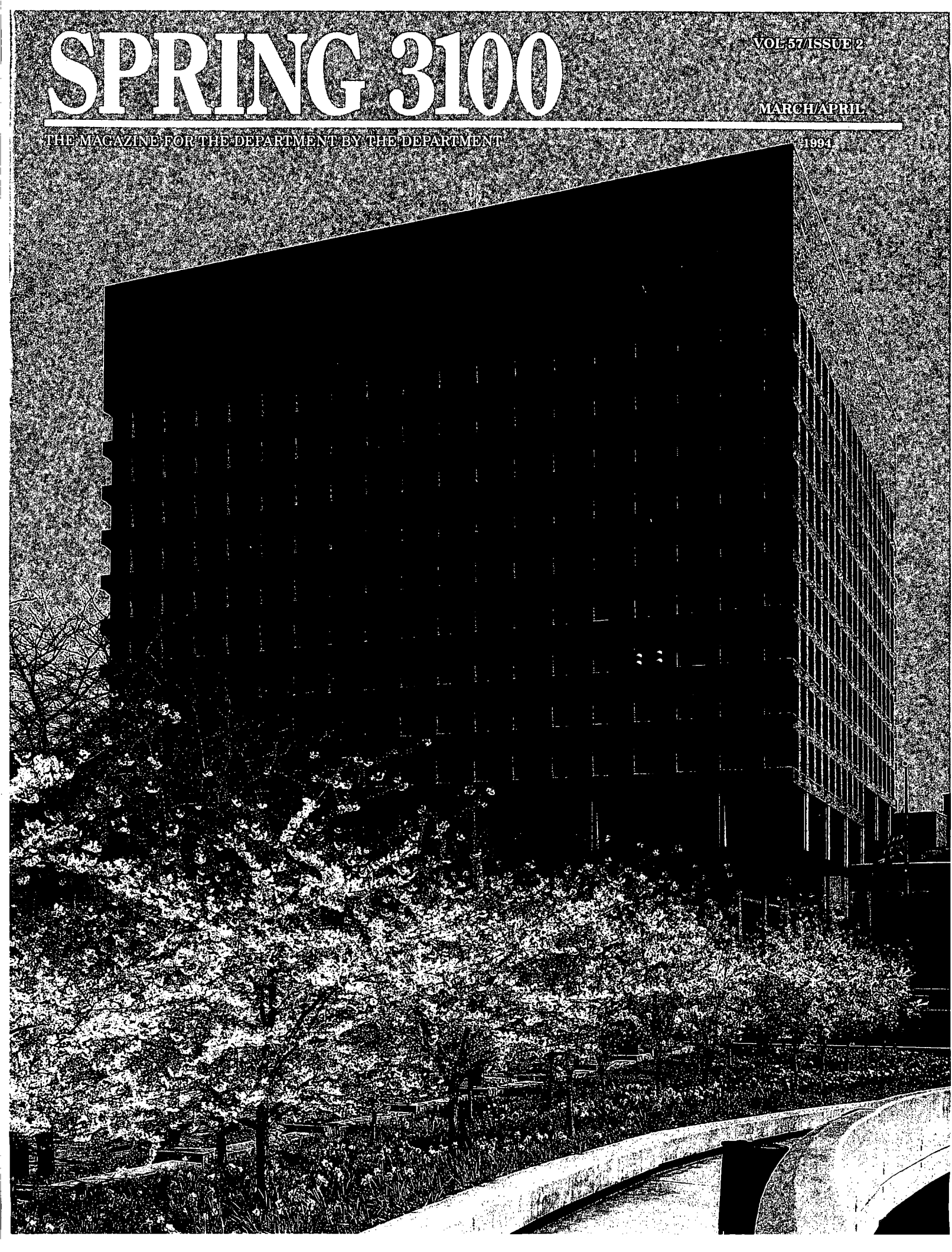
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March 8, 1994

Vol. 2 No. 4

"Getting the Guns Off the Streets of New York"

The New Gun Strategy

On Monday, March 7, Mayor Giuliani and I announced the first of a number of major police strategies to reduce crime, disorder and the fear of crime in New York City. The strategy is called "Getting the Guns Off the Streets of New York," and is aimed at fighting the crime, death and destruction associated with illegal firearms. In the coming weeks, similar strategies will be put in place in the areas of school safety and youth violence, narcotics, quality-of-life violations, domestic violence, and auto-related crimes.

Taken together, these police strategies must work in concert to reduce violent crime, disorder, and fear in New York. This is part of Mayor Giuliani's larger commitment to make the city an economically vibrant center where people of all races, creeds, and ethnic origins feel free to raise and educate their children and to live in an atmosphere of civility.

Staggering Statistics

Illegal guns - particularly handguns - are an unrelenting and growing plague in New York. In briefings for commanding officers, Chief Timoney and I stressed the importance of attacking the gun problem. My message to everyone in the Police Department is: Get in the game. We're in this to win. We have to begin to knock down some of the staggering

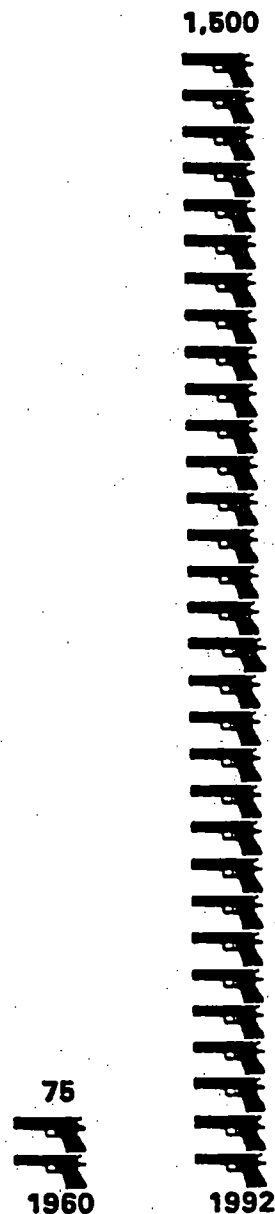
statistics associated with gun violence. In 1960, there were 75 homicides committed in the city with handguns, representing a quarter of the total number of murders for the year. In 1992, there were 1,500 homicides (a 1,900% increase in number) committed with handguns, representing three quarters of the total number of murders (a 200% increase in proportion). In 1960, handgun possession and use by young people was virtually unknown. Today, it is pervasive.

With 90% of the illegal guns in New York flowing into the city from other states, this is clearly a problem that transcends any one city's boundaries. Federal legislation and federal enforcement action are imperative. The Mayor's proposal for a national uniform licensing system for firearms, similar to that required by each state for those wishing to have a driver's license, is but one example.

More Arrests, Convictions & Jail Time

There must be far greater certainty among all citizens that illegal activity will lead to apprehension and jail. For success to be achieved in reaching this goal, it is necessary that arrests, convictions, and jail time for perpetrators increase. It is also necessary that the entire criminal justice system work together diligently to achieve this.

Homicides By Handguns 1960 vs. 1992



Between 1983 and 1993, the number of 911 calls about shots fired outside nearly quadrupled. While 1,541 people died in 1992 from gunshots, almost 4,000 more people were wounded. During the last fiscal year, patients treated for gunshot wounds cost city hospitals nearly \$12 million. And this dollar figure does not begin to capture the grief, worry, and expense suffered by the individuals who were shot and their families.

Handguns are streaming into New York from outside the state's borders. Over 90% of firearms seized in New York City were originally purchased in other states. Estimates of the number of handguns in circulation on the streets of New York vary widely, from 1-2 million. No one knows the exact number. But we do know one thing: Whatever we have been doing to reduce violent, especially handgun-related, crime has not been working.

Investigators, Patrol, Training

From now on, it will be the policy of the New York Police Department to refocus and expand investigative resources to: identify and pursue all accomplices involved in the commission of violent crimes; identify and pursue gun traffickers inside and outside New York whenever an illegal gun is used in this city; to utilize detectives in the precincts to strengthen every gun arrest made by uniformed and plainclothes police officers; and to assign case responsibility at the precinct level to encourage results-oriented police and investigative work. We will refocus patrol resources, expand the Street Crime Unit of the Patrol Services Bureau to attack specific high gun-violence areas. We will revise and expand training to teach detectives case development of gun investigations, apprehension of illegal firearms traffickers, confidential-informant registration, and search war-

rants; and to teach police officers to better recognize the signs of weapons possession and to make better cases against individuals they arrest.

Detective Squads & RIPs

Responsibility for systematically identifying, pursuing, and capturing accomplices involved in firearms-related crimes and the sellers of weapons used in those crimes will now be assigned to the units of the Detective Bureau located at the precinct level. These units will include the Robbery Identification Program (RIP) Units in the 39 precincts where they are located and the Precinct Detective Units where RIP units do not now exist.

In all cases of arrests involving firearms, these units will interview suspects to augment the case against them, to identify any accomplices, to identify the seller of the weapon, to match the modus operandi of the crime against outstanding cases and re-interview complainants from those cases, and to involve prosecutors in determining disposition of these cases. The investigative steps performed by these units will be as follows:

1. Interview the suspect(s) to obtain a statement (written if possible) concerning the possession of the weapon and identification of accomplices in all arrests involving firearms.
2. Debrief all defendants to obtain the identity of gun traffickers.
3. Develop information to identify modus operandi, patterns, and leads on outstanding complaints.
4. Conduct line-ups when possible.
5. Prepare information for search warrant applications and develop plans for warrant execution.
6. Cultivate and register confidential informants.
7. Aggressively pursue the apprehension of all accomplices.

8. Organized Crime Control and other investigative units will enhance their own firearms arrests and will follow the steps outlined above.

Joint Firearms Task Force

NYPD and ATF personnel committed to the Joint Firearms Task Force will be increased. Additionally, the FBI will assign two agents to the Task Force. NYPD detectives and ATF agents will target illegal gun traffickers locally and pursue accomplices who supply 90% of illegal guns from six states. Detectives will be deputized as U.S. Marshals so that, along with their ATF colleagues, they will be able to use federal gun statutes, wiretap provisions, and grand juries, as well as travel out of state with full police powers, to pursue gunrunners along the pipelines from key supplier states.

Warrant Division

The Warrant Division, with its 137 investigators, 41 supervisors, commanding officer, and 57 civilians, is transferred from the Office of the Deputy Commissioner, Legal Matters, to the Detective Bureau. The Detective Bureau will prioritize the outstanding warrants for firearms-related crimes, coordinate this activity with RIP and precinct detective units, and execute these warrants expeditiously.

Street Crime Unit

The 86 police officers and 12 supervisors of the Street Crime Unit will be increased by 25% and deployed in a concentrated approach in one high-crime area at a time, on a 7-day, 24-hour a day basis, to determine to what extent they can increase firearms-related arrests, reduce violent crime in those communities, and address crime displacement into neighboring areas. Precinct resources will then be used to maintain areas taken by the Street Crime Unit.

Training

Revised training will move forward on three fronts:

1. RIP unit detectives will receive a five-day course which will focus on robbery investigations, case development of gun investigations, and apprehension of illegal firearms traffickers. These detectives will be trained to be more thorough when preparing the pertinent warrant information on the On Line Booking Sheet. They also will be instructed in interviewing an interrogation techniques for debriefing prisoners held in gun-related cases. This training will be completed by July 15, 1994.

2. Precinct Detective Units will receive precinct-based training on case development of gun investigations, apprehension of illegal firearms traffickers, registration of confidential informants, and search warrants. This training will be completed by July 15, 1994.

3. Uniformed and plainclothes members of the Patrol Services Bureau will receive precinct-based training on the "Anatomy of a Gun Arrest," from the initial street encounter to courtroom testimony. This will enable police officers to find concealed weapons more effectively, safely effect arrests, and help obtain higher rates of conviction by making better presentations to prosecutors, grand juries, and judges. This training will be completed by July 15, 1994.

New Technology & Support

We are working to obtain technologically advanced equipment to match guns used in more than one outstanding crime, and to trace guns to illegal sellers throughout the country. We are also looking to the public to identify and help locate all those who possess, use, or sell illegal firearms in their neighborhoods, and to the Housing and Transit Police, to pursue a parallel gun strategy.

If approved by the New York State Legislature, the Governor's Budget provides approximately \$600,000 to purchase for the New York Police Department its first computerized system for comparing spent bullets and discharged shells. "Bullet Proof" is a computerized imaging analysis system used for examining and comparing spent bullets recovered from victims and crime scenes. "Drug Fire" is a computer which photographs, through a comparison microscope, the breech face and firing pin impressions of discharged shells.

The Federal Bureau of Alcohol, Tobacco and Firearms (ATF) is providing \$20,000 to install a computerized connection to the new ATF tracing center under construction in Martinsburg, Virginia. This information will be used by the NYPD and the ATF in pursuing gun trafficking investigations. Procurement and installation of this system is targeted for completion by April 1994.

Foremost on my agenda as Police Commissioner is the safety of police officers. Last year, 165 members of the service were involved in 85 gunfights. One member of the service, Police Officer Lopez, was killed on March 10, 1993. Sixteen others were shot and wounded the same year. By getting guns off the streets of New York, we want to save police officers' lives and spare them injury.

The NYPD will begin automation of all firearm ownership and license records in March 1994 and complete data entry one year later. Individuals in possession of suspected unlicensed firearms or of weapons suspected of being carried in violation of the Department's regulations will be checked against this database.

The Crime Stoppers program funded by the New York City Police Foundation is offering rewards up to \$1,000 for information leading to the arrest of anyone illegally possessing a firearm. Cases not resulting in immediate arrest will be referred to the RIP units and precinct detective squads for follow-up. The Crime Stoppers hotline, (212) 577-TIPS, will be publicized for those who have information about individuals with illegal guns.

WNBC-TV has promised to produce all 30-second spots for airing on their station and all others in the New York market. Negotiations are currently under way with all commercial stations to secure high-visibility slots for broadcasting these spots.

In addition, precinct commanders will work with local community groups to gain information about individuals who possess what may be illegal handguns in their neighborhoods. Gun-exchange programs, in which people who turn in firearms to the police receive a cash or other kind of reward, will continue to be encouraged. Private donors for rewards of this kind are being sought.

Operation Orders with details for the implementation of the new gun strategy will be circulating shortly.

We've opened a multi-front war on guns, with the NYPD in the vanguard. It won't be easy, but if we all commit ourselves to winning, we will.





April 8, 1994

Vol. 2 No. 6

Back to Back Plans of Attack for Youth Violence, Drugs

New Strategies Unveiled

On Wednesday, April 6, Mayor Giuliani and I made public new police strategies to curb youth violence and curtail illegal narcotics. Despite a welcome downturn in reported crimes, we know that significantly reducing violent crime and fear remains a formidable mission. My new executive leadership has taken great care to develop dynamic policies to get all of you actively involved in turning the tide against the city's foremost crime and disorder problems. The newest strategies were designed to work hand in glove with the new gun policy implemented last month.

We started with guns because guns cause three quarters of our homicides, turn young people into criminals, and threaten YOUR safety. Strategy No. 2, "Curbing Youth Violence In the Schools and On the Streets," focuses on preventing children from becoming victims of crime while apprehending and tracking juvenile felons as early as possible in their criminal careers. Strategy No. 3, "Driving Drug Dealers Out of New York," is, quite simply, a policy of NO TOLERANCE for drug distributors, buyers and users in all categories and at all times.

On April 18th, these strategies go into effect. So I wanted to devote this issue of FYI to explain how they will work and what I am asking of you.

Young Victims, Young Victimizers

Mayor Giuliani has made it clear that all available resources must be concentrated to reduce violence in

and around schools until all New York City children feel free to learn and enjoy childhood in safety. Clearly, this is not the way it is now. Between 1970 and 1986, youth violence was a slowly growing problem. During the last eight years, it has exploded.

Between 1986 and 1993, loaded-gun cases in Family Court, where defendants are 15 or younger, shot up 600 percent. Today, the 15 to 19 age group accounts for 29 percent of all gun-related arrests.

You live these statistics every day on the streets. A few days ago, a 12-year-old taking a short cut to school in Brooklyn was shot in the chest. His assailants, aged 14 and 15, face charges of attempted murder. This has got to stop.

Safer Schools, Truancy

We will attack this problem on many fronts. First, we will make schools the focal point of our efforts. During the next few weeks, precinct commanders will work with school principals to develop security plans for every public school in the city. We will also create Safe Corridors to protect school children from attacks or intimidation on their way to and from school. Borough Truancy Teams, acting on information supplied by precincts, will aggressively seek out truants, take them back to school and notify their parents. These seven teams, each headed by a sergeant, will be staffed by approx-

imately 50 specially trained Task Force officers. Beat officers as well will be encouraged to pick up truants and enter school buildings regularly, getting to know the principals, teachers and School Safety Officers.

Detectives, Youth Officers

Investigative personnel will pursue all accomplices for violent crimes committed by everyone, no matter what their age. The RIPs and precinct detective squads will not clear wolf-pack robberies with just one arrest. And we will work harder to trace criminals selling guns to minors. Additionally, we will try to involve parents and guardians in the supervision of children who are going in the wrong direction. And we will try harder to help children at risk - kids who are being abused or who live in difficult home environments. To that end, we are tripling (from 1 to 3) the number of youth officers in every precinct. They will work closely with Anti-Crime and detective squads, helping track delinquents and juvenile offenders, as well as contacting parents about Youth Referrals and Juvenile Reports.

SPECDA, Database

The Department's 75 SPECDA officers are being transferred to the Patrol Services Bureau, so they can coordinate their anti-drug, anti-gun efforts in the schools with youth officers and other precinct personnel. Meanwhile, the Youth Services Division in the office of the Deputy Commissioner, Community Affairs, will be computerizing Youth Referrals and Juvenile Reports. So, in the

future, when you arrest a young person, you'll have a much better idea of who you're dealing with. To help support these efforts, you will be receiving video training on juvenile arrest procedures and various aspects of today's youth culture.

Education, Prevention

One more thing before I move on to the drug strategy. The truancy initiative has captured widespread media coverage - some positive and some focused on the ACLU's charge that it is a "cover for a law enforcement agenda" aimed at harassing minority students. This is baloney and I said as much the day we announced the plan. The truth is police officers in this city have been picking up truants for decades. Chief of Department John F. Timoney designed the new program based on a successful model run by Sgt. Helen Rossi in Manhattan South. Her unit has picked up 4,000 to 5,000 students a year for more than ten years and received a total of THREE complaints.

Chief Timoney stressed that we are doing this to keep kids safe in school and encourage them to get an education - the same sentiment ably expressed by police officers in the field as they picked up truants with reporters in tow.

Learning From the Past

Our new narcotics strategy builds on past successes while trying to avoid the pitfalls of previous enforcement efforts. In 1984, Operation Pressure Point showed that concentrated enforcement and prosecution could rid large sections of neighborhoods of heroin traffic. In 1988, TNT showed intensive buy and buy operations could severely disrupt crack cocaine dealing, at least for a while. In 1990, Operation Take Back proved a massive uniformed presence could significantly curtail robberies in a defined geographical area. We've sifted through these initiatives to glean what worked and learn from mistakes of the past.

TNTs Get SNAGged

First, TNTs will become Strategic Narcotics and Gun teams, working all hours, 7 days a week, going after both drugs and guns by conducting aggressive buy-and-bust operations in targeted areas. Their mission is to knock out dealing locations, both inside and on the street. Target areas are up to patrol borough and precinct commanders.

In his briefing to precinct commanders, Chief of Patrol Louis R. Anemone, stressed that they will have the lead in deciding how the full array of NYPD resources will be deployed. Once an area is cleaned up, patrol commanders will make sure it stays that way by using sufficient uniformed officers and enlisting the help of citizens who live and work there.

Get In the Game

Second, we will make it the business of ALL personnel, including uniformed police officers to act on all instances of drug buying and selling they witness. SNEU officers will be permitted to work in plain clothes to make observations. Complaints about drug dealing in public areas of buildings will no longer be referred to OCCB. Sector cars or beat officers will handle these calls.

This is a sharp reversal of policies that evolved to prevent corruption. Let's be clear on this. This department has ZERO tolerance for corrupt officers and we will continue to do all we can to hunt them down and put them in jail. But I WILL NOT paralyze the entire department out of fear that a few unprincipled police officers will dishonor themselves by taking drug money - currency soaked in the blood of their brother and sister officers.

Civil Enforcement

We are also expanding civil enforcement efforts to close locations in the target areas where criminal activity is taking place, to confiscate cars used to transport drugs, to seize contraband from smoke shops and pad-

lock them, as well as start forfeiture actions against landlords who let their buildings become havens for drug dealers. A dozen new attorneys have been hired to move these closure and confiscation actions forward.

Warrants, Stronger Cases

Moreover, the Transit and Housing police, the Department of Probation, and Division of Parole will execute outstanding warrants in the targeted areas. Finally, we will make it the business of Narcotics detective units to strengthen cases against all felony drug offenders and attempt to link them with outstanding violent crimes.

R-E-S-P-E-C-T

In coming weeks, additional crime strategies will follow - on domestic violence, auto-related crimes and quality of life violations. These strategies will prompt you to interact more with citizens. In some cases, you will be seeking information; at other times, you will be asserting your enforcement powers. In both cases, it is essential that you treat citizens with respect. Even in instances when you are required to use force.

The goals we have set for these strategies on guns, drugs and youth violence are of such paramount importance that I have instructed top commanders to keep them in mind as they evaluate the job performance of captains and above.

We are putting a lot on our plates, investing considerable effort to make sure you are prepared and have state of the art technology to assist you. The mayor has given us his full support and is confident we can succeed. With these coordinated plans of action, and the dedication and talent of the men and women of the best police department in the world, it's a sure bet that we will.



PRIDE, COMMITMENT, RESPECT



April 27, 1994

Vol. 2 No. 9

"Breaking the Cycle of Domestic Violence"

Strategy Number 4

On Tuesday, April 26th, Mayor Giuliani and I strengthened the city's commitment to help thousands of crime victims - most of them women and children - leading desperate lives, fearful of violence and abuse at the hands of current or former members of their own households. "Breaking the Cycle of Domestic Violence," is the fourth of our new police strategies. We've already hit the ground running with new plans of attack for taking illegal guns out of circulation, curbing youth violence and shutting down illegal narcotics operations at all levels. Now, we've taken a hard look at procedures governing our response to domestic violence. Our new plan of action calls for members of this department - police officers, investigators and civilians - to take a more proactive role in preventing crimes of domestic violence. We will also increase our effectiveness by keeping better track of repeat calls involving members of the same household and creating a database of all Orders of Protection.

Too High a Toll

Historically, police officers often viewed domestic abuse as a private matter better left for those directly involved to work out behind closed doors. Fortunately, those days are long gone. Today we know domestic violence is a serious crime - a crime

which feeds upon itself, breeding repeat offenses and other crimes including rape, murder and child abuse. Study after study has shown the consequences of domestic violence to be as dire as they are far reaching, especially for children. Many adult batterers say domestic violence is a way of life they learned in childhood. This is too high a toll in human suffering. You, the men and women of the New York City Police Department, must remain committed to addressing EVERY instance of domestic violence, whether there is reason to believe a criminal act has occurred or a potential victim is in imminent danger.

1993 Domestic Violence Statistics

178,000 Radio Runs of Domestic Disputes

52,555 Complaints for Family Offenses

12,738 Arrests for Family Offenses

Must-Arrest Policy

The gravity of domestic violence is reflected in current department policy which, since 1979, has mandated arrests in certain cases. The Patrol Guide requires uniformed officers to investigate ALL reports of ANY offense committed between present or former members of the same family/household, including same sex partners. An arrest must be made when officers determine there is probable cause that a felony was committed, an Order of Protection was violated, a misdemeanor was committed and the victim wants an arrest or a violation has occurred in the officer's presence and the victim wants an arrest.

However, current methods of keeping statistics make it difficult to determine how well this policy is followed. For example, the department's tracking system uses 61s and on-line booking sheets, counting only the top charge. Therefore, violations of Orders of Protection and other arrests related to domestic incidents may be underreported. Nevertheless, judging by statistics we do have for 1993, it appears the must-arrest policies described in the Patrol Guide are not being followed in more than a few cases. That is cause for concern. Our new strategy tightens our tracking system and addresses other systemic shortcomings on several fronts.

The Right Track

First, police officers and station house clerks will prepare Domestic Incident Reports for ALL incidents involving members of the same family/household - even if a call is deemed unfounded or is not at first characterized as a domestic dispute. Victims will be issued a receipt to provide documentation of police response in court.

Police Officers, Detectives

One police officer from each precinct's community patrol unit will be designated as the Domestic Violence Prevention Officer. Likewise one detective from each precinct squad will be assigned as Domestic Violence Investigator. Duties of the prevention officers include maintaining a Domestic Incident Database and encouraging prosecution by helping complainants to obtain Orders of Protection and/or counseling. They will work closely with the investigators, who will, in turn, coordinate with other squad detectives to track down and arrest individuals wanted in open cases of domestic violence.

Technology

Domestic disputes are fraught with danger for responding officers, often asked to intervene in highly emotional situations with few available details. It could be a loud family squabble or a deadly assault. You don't know which until you walk through that door. We will establish a city-wide Domestic Incident Report Database. Once Enhanced 911 is in place, radio dispatchers will be able to give officers in the field more and better information when you need it most.

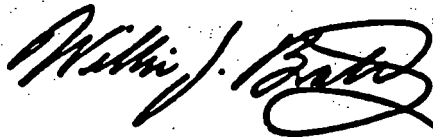
We are also seeking a computer link with Criminal and Family Courts to give precincts access to Orders of Protection. It sometimes takes seven to ten days for courts to deliver Orders of Protection to our Identification Section. In some cases, temporary orders have expired upon receipt.

Expanded Training

We will revise and expand training on domestic violence for uniformed officers, as well as civilians. Moreover, the Department's Domestic Violence Procedures, PG 110-38, will be revised to eliminate ambiguous language and clarify definitions. You will have clear cut instructions of what's expected of you when you handle domestic violence situations.

Partnership

As with many other complex social problems, the police cannot stem the tide of domestic violence alone. Prosecutors, judges, legislators, social service agencies and the general public must all be mobilized. With their assistance, WE CAN and WE WILL help victims of domestic violence to bring their abusers to justice and break free of the fear crippling their lives.





July 25, 1994

Vol. 2 No. 13

Problem Solving Revisited

From time to time, both police officers and citizens need to be reminded of just how big a difference one good cop can make. For years, **Police Officer Scott Kimmins** performed daily vertical patrols of the notorious Kenmore, New York City's largest single room occupancy hotel. The 13th Precinct beat cop became a hero to law-abiding families and elderly people who lived under deplorable conditions and in constant fear. He was also a chronic thorn in the side of crack cocaine dealers who ran a booming business and tried like crazy to figure out what tours he was working.

Officer Kimmins worked closely with his precinct SNEU and Manhattan South Narcotics. The Kenmore's owner was aware of the perpetual narcotics arrests made on his property - more than 100 since 1991. But he did nothing. On June 8, members of this Department joined federal agents as they seized control of the Kenmore and made 18 arrests. U.S. Attorney Mary Jo White credited Officer Kimmins for getting the ball rolling. And on July 11, he found himself surrounded by a bevy of federal, state and local leaders. As the officer's wife and young son looked on, U.S. Attorney General Janet Reno and Mayor Giuliani praised his diligent efforts, presenting him with a plaque and a letter of commendation.

I 85'd Officer Kimmins in front of the Kenmore the day after it was seized. He'd be the first to tell you he had plenty of help - from fellow officers, supervisors and other law

enforcement agencies. He'd also say that the Kenmore's problems, and those at similar hotels nearby, are far from over. But you could not mistake his elation. Talk about job satisfaction. Best of all, I know there are thousands of New York City police officers just as dedicated and just as determined. And that is why I'm so confident of our success as we continue to make every effort to reduce crime and fear.

First Class Detective Work

"Gentleman Bandit" was certainly a misnomer, but "Greatest Detectives in the World" continues to ring true. The 19th Precinct RIP arrested two men for a string of high-profile armed robberies **ONE DAY** after an anonymous caller phoned our Crime Stoppers hotline (1-800-577-TIPS.) The robbers donned tasteful suits to stalk wealthy victims on Manhattan's Upper East Side. Three people were shot during this series of robberies, including a couple that came from Maryland to shop for their daughter's wedding dress.

The anonymous caller told **Detective Armando Flores** that the two suspects frequented certain pool halls. One, named "Randy," had done time in jail for killing his own brother. RIP detectives, working in conjunction with other squads, quickly developed this information, meticulously building a solid case. **Retired NYPD Detective Robert Burke**, now an investigator with the Queens District Attorney's Office, played a key role. He recalled arresting Randy Caggiano for the murder of his brother, killed in 1980 after commenting on his sibling's hair loss.

The suspects were swiftly arrested. A third was subsequently charged. All the detectives assigned to the investigation, notably **Detective Tom Delaney** of Manhattan Robbery and the arresting officer, **Detective Theresa McCarthy** of 19 RIP, displayed the skill and dedication that are the hallmarks of the Detective Bureau.

911 Rings in the 4th

The 4th of July was no picnic for 911 operators and dispatchers. Our Emergency Center handled 42,438 calls during the 24-hour period beginning 0700 hours on Monday July 4th. More than 600 operators, dispatchers, supervisors and support personnel staffed the Emergency Center on what has traditionally been one of the busiest emergency call days of the year. Calls were up more than 23 percent from last Independence Day; this year's volume was the highest since July 4, 1990.

Promotions

On Friday, July 29, we expect to promote 160 police officers to the rank of detective investigator, as well as 11 detectives to second grade and three to first grade. We also plan to promote 75 police officers and detectives to sergeant, 24 sergeants to lieutenant and eight lieutenants to the rank of captain. Three sergeants will be promoted to supervisor detective squad, one sergeant to special assignment and five police officers to detective specialist. We anticipate as many as 100 civilian promotions in various job titles.

Women in Policing

On August 11 and 12, the Department will host the ninth annual Women in Policing Conference at the Fashion Institute of Technology in Manhattan. Unlike past conferences, which have focused fairly narrowly on women's issues, this conference has a broader theme: "Empowerment Through Professional Development." Deputy Commissioner Elsie Scott and Women's Roundtable of the New York City Police Foundation have put together a strong program of workshops led by some very accomplished women, not only from law enforcement but also from the corporate world. The goal is to hone the management and professional skills of women police officers. The second day of the conference will be devoted to developing an action plan of proposals for the NYPD. We're expecting more than 500 participants, including two very special guests, Hillary Rodham Clinton and Donna Hanover Giuliani.

We all know that policing has been a male-dominated profession since the beginning, and it hasn't been easy for women to break into the business. But we also know that women have an enormous amount to contribute to the Department. We should be grateful to the women who took the heat and established a foothold here over the past 20 years. And we should be ready to take the next step of moving women into command and executive positions throughout the Department. I recently had the privilege of promoting four women to command staff positions. I am quite confident that they won't be the last.

Back to Our Future

Four days after the Mollen Commission released its final report, Michael Dowd was sentenced to 14 years in federal prison. The disgraced police officer pleaded for leniency, which he neither got nor deserved.

He began by apologizing to you, his former brother and sister officers: "It's a very difficult job and I made it much more difficult." Even criminals who masquerade as police officers occasionally stumble on the truth.

Chief of Department John F. Timoney had this advice for police officers at the 42nd Precinct on the day the Mollen Commission's findings were released: "I was about your age at the time of the Knapp Commission and I remember what a hard time police officers had of it, especially in the city's tougher neighborhoods. Whenever we made a collar, we were hooted and hollered at and called corrupt. You'll be very tempted to strike out and strike back; but you can't. Just keep cool and count to ten. You're really paying for the sins of your brother officers. That's unfortunate and unfair. Give it another month or so, and things will calm down."

While it has been a difficult period for this Department, it has also been a constructive one. We have a stronger, more effective Internal Affairs Bureau. Deputy Commissioner for Internal Affairs Walter Mack is currently fine tuning a comprehensive Integrity Strategy and we have the benefit of the thoughtful, wide-ranging proposals made by the Mollen Commission. We owe the Mollen panel and its investigators our thanks for helping rid the 30th Precinct of corrupt police officers. As you know, the commission and I have agreed to disagree on one of its key recommendations - an outside monitor with broad investigative powers. Ultimately, the decision on that issue will be Mayor Giuliani's call.

There will be additional arrests of police officers who have betrayed their oaths. Commissioner Mack and I have made no secret of that. But the future also holds shining examples of integrity. Police Officers Gerard Separta, William Gross and Lieutenant William Saccente

of the 1st Precinct Peddler Unit represent the overwhelming majority of New York City police officers. A food vendor asked them to summons his competition instead of him. He paid them \$600 a month, not knowing that the cash payment plan, which started in May, was being captured on videotape. On July 12, he was charged with eight counts of bribery.

There's been a lot of talk in the last few months about police culture as if it were bacteria, something that we have to stamp out and eradicate. I want to stamp out the culture that protects criminals like Michael Dowd, but there's a hell of a lot of police culture I want to preserve and enhance.

It's the culture of pride, commitment and respect: the pride that keeps cops like Officer Kimmins coming back day after day to try to make the world a better place; the commitment of Detectives Delaney and McCarthy to waste not one second in taking dangerous gunmen off the street; the respect for the shield, the Department and the law that made Officers Separta and Gross and Lieutenant Saccente turn a would-be bribe into a sting operation.

My job and the Department's job isn't to stamp out this culture. We're here to support it, nurture it and make it grow. We must deal with corruption in this Department and eradicate it once and for all. But that's only a beginning. Our real mission — the mission we're going to accomplish together — is to battle crime, fear and disorder and give New York City back to its citizens.



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Police Strategy No. 3:
Driving Drug Dealers Out of
New York

Police Strategy No. 3:

Driving Drug Dealers Out of New York

Rudolph W. Giuliani
Mayor of the City of New York



William J. Bratton
Police Commissioner



1994

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Police Strategy No. 4:
Breaking the Cycle of
Domestic Violence

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1994

Police Strategy No. 5:

Reclaiming the Public Spaces of New York

The Honorable Rudolph W. Giuliani
Mayor of the City of New York



William J. Bratton
Police Commissioner



July 6, 1994

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INTRODUCTION

A decent society is one where all people are free to pursue education, enterprise, and entertainment that create a sufficient standard of living for themselves and their families and contribute to an atmosphere of mutual respect for their fellow citizens. A decent society is a society of civility.

New Yorkers have for years felt that the quality of life in their city has been in decline, that their city is moving away from rather than toward the reality of a decent society. The overall growth of violent crime during the past several decades has enlarged this perception. But so has an increase in the signs of disorder in the public spaces of the city.

Public spaces are among New York City's greatest assets. The city's parks, playgrounds, streets, avenues, stoops, and plazas are the forums that make possible the sense of vitality, excitement, and community that are the pulse of urban life.

Over the years, enjoyment and use of these public spaces has been curtailed. Aggressive panhandling, squeegee cleaners, street prostitution, "boombox cars," public drunkenness, reckless bicyclists, and graffiti have added to the sense that the entire public environment is a threatening place.

Mayor Rudolph W. Giuliani has called these types of behavior "visible signs of a city out of control, a city that can't protect its space or its children."

More than ten years ago, James Q. Wilson and George L. Kelling, authors of the ground breaking article, "The Police and Neighborhood Safety" in the March, 1992 issue of The Atlantic, postulated the "broken windows" thesis that unaddressed disorder is a sign that no one cares and invites both further disorder and more serious crime. By examining the Wilson-Kelling hypothesis in more than 40 cities, Wesley Skogan has found that disorder is indeed the first step in what he terms "the downward spiral of urban decay."

Fear exacerbated by disorder causes people to abandon parks, refrain from using public transportation (especially in off-peak hours), lock themselves behind closed doors, and even leave the city altogether.

Surveys conducted in 1992 and 1993 by the Commonwealth Fund and the Manhattan Institute found that:

- 59% of people who left New York City recently did so to improve their quality of life;
- 22% said that if their old neighborhood had been kept free of graffiti, litter, broken signs, and debris, it would have had a major impact on their decision to move;
- 17% said that if the Police Department had taken minor crimes and disturbances more seriously, it would have had a major impact on their decision to move; and
- 3 out of 5 people who still live in New York say that dirt, graffiti, homeless people, noise, panhandlers and beggars have reduced the quality of life for themselves and their families.

In the coming years, *Police Strategy No. 5: Reclaiming the Public Spaces of New York* will emerge as the linchpin of efforts now being undertaken by the New York Police Department to reduce crime and fear in the city. By working systematically and assertively to reduce the level of disorder in the city, the NYPD will act to undercut the ground on which more serious crimes seem possible and even permissible.

In one sense, this strategy may be viewed as a start toward reversing the trend Senator Daniel Patrick Moynihan has termed "defining deviancy down". Senator Moynihan argues that, as a society, we have become so overwhelmed by crime and disorder that we have "been re-defining deviancy so as to exempt much conduct previously stigmatized." In other words, "we are getting used to a lot of behavior that is not good for us."

In another sense, this strategy may be viewed as an effort at what Police Commissioner William J. Bratton has called "defining decency up." In concert with other public and private agencies, the courts, and all concerned and committed citizens, the NYPD will work to uphold a uniform standard of civility and mutual respect in all the neighborhoods of the city.

Although it will take time to reverse the decline in public order that has occurred over many years, the New York Police Department is

committed to undertake the following actions (some of which are already under way):

- 1) Precinct Commanders, for the first time, will have the authority, methods, and means to respond to an array of disorderly conditions, enabling them to deal with
 - street prostitution by conducting decoy operations using their own precinct personnel (trained by the Public Morals Division) and by initiating their own car-forfeiture operations against patrons of prostitutes (under guidelines developed by the Legal Bureau and the Public Morals Division),
 - "boombox cars" or loud motorcycles by having trained personnel and the necessary equipment to conduct "Operation Soundtrap" or "Operation Cyclecheck" as frequently as needed, and
 - widespread sale of liquor to minors by allowing them, for the first time since the Knapp Commission, to send specially trained uniformed supervisors into licensed establishments.

In addition, Precinct Commanders

- will no longer have to wait for a contingent from the 192-person Public Morals Division to enforce laws against patronizing a prostitute, or to conduct undercover operations against premises selling alcohol to minors,
- will no longer have to wait for the Department of Environmental Protection to address the problem of "boombox cars" or loud discos,
- will no longer have to wait for the Department of Motor Vehicles to enforce motorcycle regulations, and
- will no longer have to wait for the infrequent and lengthy process of the State Liquor Authority to take action against clubs and bars, but will, instead, be authorized to convene meetings with the owners of licensed premises, attended by Legal Bureau and SLA attorneys, to impose a compliance and inspection program.

- 2) The Civil Enforcement Initiative is being doubled, providing a total of 34 attorneys to the city's Precinct Commanders to help close illegal businesses and supply pro-active consultation to Precinct and Division Commanders to help develop innovative legal strategies to address the specific crime and quality-of-life problems facing each community.
- 3) The use of Desk Appearance Tickets and summonses (which allow alleged offenders to go free prior to arraignment) for "low-level" quality-of-life offenses is being significantly limited:
 - by expanding to a precinct per borough and, soon thereafter, making citywide Operation N-Force, a program dealing with nuisance violations now being tested in the 6th Precinct, which requires government-issued photo identification prior to writing a criminal-court summons on the streets; and
 - by not allowing individuals who have a history of misdemeanor arrests, warrants, and low-level imprisonment to receive DATs or summonses.
- 4) A citywide database of "chronic emotionally disturbed persons" is being created so that repeated outbreaks of behavior that is either criminal or otherwise dangerous can be brought to the attention of judges, prosecutors and psychiatrists.
- 5) A citywide campaign to secure public help in removing graffiti and preventing its return will be launched.
- 6) A Quality-of-Life Legislative Agenda is being advanced to enhance the Police Department's ability to respond effectively to disorderly conditions and "lower-grade" criminal activity which exacerbate public fear.

Taken together, these actions will significantly enhance the ability of Precinct Commanders and all police personnel to respond to conditions that impact negatively on the quality of life of neighborhoods. As importantly, these actions will support the Department's other strategies for reducing crime in the city.

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THE PROBLEM

The right of citizens to free and safe use of their public spaces has been undermined by the persistent actions of individuals engaged in certain behaviors.

- "Boombox cars" cruising New York City streets late at night, excessively loud motorcycles, and car alarms which are activated at random create annoying and sometimes unbearable disturbances for residents in their homes.
- Illegally parked cars create traffic jams and even gridlock, making use of the city's streets unnecessarily dangerous, congested, and aggravating.
- Street prostitutes beckon cars driving through residential neighborhoods and, when a deal is struck, conduct sex acts in the patron's parked car. Indoor houses of prostitution tend to proliferate and draw undesirables into residential and commercial neighborhoods.
- Beggars stand on street corners, often in front of all-night automatic teller machines, aggressively demanding money from passersby.
- Squeegee cleaners stake out the entrances to tunnels and highways, intimidating drivers into accepting their "services" in exchange for coerced payments.
- Graffiti vandals have transformed the boulevards and highways leading from the airports into Manhattan into an eyesore which tarnishes New York City's image to residents and visitors alike. When the walls of residential schools, stores, and apartment buildings are covered with graffiti, it conveys the sense that the streets themselves may be out of control.
- Illegal peddlers line the streets in the city's most congested commercial areas, blocking pedestrian traffic, robbing legitimate businesses of customers, and undermining the tax base of the City.
- Bicyclists (particularly messengers and delivery people) drive at reckless speeds on city streets, often running red lights or traveling against traffic, or on sidewalks where pedestrians are placed in danger.

- Illegally loud clubs and discos create piercing noise. Sometimes, when fights between patrons break out, knives and guns are drawn, leading to injuries and even death. Loud individuals, spilling out from unruly residential parties, cause traffic jams and sometimes also lead to violence.
- Drunken individuals (some of them minors who have been illegally sold alcohol from licensed establishments) carouse through residential neighborhoods, urinate in public, throw empty bottles on the street, assault residents, and damage property.

Much of this anti-social behavior is illegal, but for many years police managers have not taken aggressive action to restore order to public spaces. The reasons for this are varied.

CURRENT PRACTICE

Current police practice to deal with disorder and quality-of-life violations is the result of legal constraints which grew in number over recent decades, of the diffusion of responsibility among numerous state and city agencies for dealing with these violations, of the perception at police headquarters that the public at large want police action on other, seemingly larger problems (even though it has been understood that the public at the more local level, within particular precincts, demand action on quality-of-life conditions), and of the general fear among police executives, politicians, and the media that dealing with many of these conditions creates a corruption hazard for the average police officer.

Over-specialization within the Police Department, inadequate resources within the precincts, and imposed reliance on outside agencies (that have not always shared identical goals and commitments) have combined to deprive Precinct Commanders of the tools and authority necessary to successfully address many of these quality-of-life conditions. Precinct Commanders have been forced to "wait their turn" before conducting law-enforcement operations that require collaboration with other bureaus in the Police Department or other city agencies. By the time their turn comes, the condition sometimes has worsened, metastasized into nearby areas, or even become a feeding ground for more serious crime. This often convinces neighborhood residents that police are lacking in commitment, competence, and even integrity.

Increasingly permissive and poorly monitored policies regarding issuance of summonses and Desk Appearance Tickets have enabled many offenders to flaunt the criminal justice system, thereby undermining the authority of police officers who respond to these conditions. This worsens an already high level of frustration among Police Officers which is expressed by their use of the term "Desk Disappearance Tickets" to describe the propensity of offenders not to show up in court as required.

Recent court decisions, particularly regarding begging, and the absence of legislation authorizing the taking of fingerprints, have curtailed or undermined the effective imposition of legal standards on behavior such as begging, unlicensed driving, and illegal peddling.

Despite noteworthy successes at addressing some quality-of-life conditions in various precincts throughout the city, the Police Department has not developed citywide protocols, training materials, or problem-solving workshops that would replicate and institutionalize successful techniques. Nor have the Police Department and sometimes city government empowered or encouraged Precinct Commanders to use resources within their command to develop local strategies.

For example, powerful civil remedies such as the Nuisance Abatement Law were historically underutilized. Not until 1994 was the Police Department authorized to use the Nuisance Abatement law to combat illegal businesses on a citywide basis.

Despite the existence of a vocal and engaged public demanding governmental action on these issues, the Police Department has only sporadically brought organized community groups into the implementation of comprehensive strategies.

The Police Department's practices, developed in response to the variety of quality-of-life conditions, can be viewed in two broad categories: practices that are responsive to specific conditions, and policies that apply to all low-level criminal behavior.

CURRENT PRACTICE: SPECIFIC CONDITIONS

Peddlers, Panhandlers, and Squeegee Cleaners

Peddlers

The New York Police Department devotes substantial resources to the problem of illegal vending — from the Peddler Task Force that primarily serves Midtown Manhattan, to Borough peddler coordinators and special units that are deployed to address concentrations of illegal vending activity in lower Manhattan, 125th Street in Harlem, Fordham Road in the Bronx, the Fulton Mall in Brooklyn, and Jamaica Avenue in Queens.

Over the past decade, the Police Department has developed escalating strategies to have an impact upon the problem. Whereas at one time most of the illegal vendors were issued summonses returnable to the Environmental Control Board, now most illegal vendors in Manhattan and the Bronx are brought to Criminal Court

and their goods seized. Many illegal vendors are also charged with violations of the sales-tax law.

FACT: In 1993 there were 1,241 arrests, 6,480 summonses, 4,316 seizures and 899 sales-tax violations. For the first quarter of 1994, arrests increased 38%, summonses 40%, seizures 37%, and sales-tax violations 49%.

Most recently, the Police Department has launched a number of investigative operations targeting the manufacture and distribution of counterfeit goods, seizing \$11 million in confiscated goods, recovering \$340,000 in cash, and making over 130 felony arrests for trademark counterfeiting.

Finally, for those illegal vendors arrested and brought to the innovative Midtown Community Court, sentences of community service are being meted out. Vendors given community service are assigned to specific locations in the midtown area for a six-hour work day and perform tasks such as cleaning graffiti, disposing of refuse, and sweeping sidewalks and streets.

Judges in Criminal Courts apply similar community-service sentencing, assigning offenders to clean parks, shelters, and streets throughout the city.

While this combination of strategies has had a measurable impact upon the extent of illegal activity, the Police Department's efforts are severely hampered by the fact that the State Legislature has not yet authorized the police to take fingerprints of the individuals arrested. This means that every time an illegal vendor is brought before a Criminal Court judge, the judge has no official record indicating whether that individual has been arrested before. As a result, the judge cannot impose sanctions of increasing severity to reflect a longer history of illegal behavior.

Panhandlers

In the 1993 case of Loper v. New York City Police Department, the United States Court of Appeals for the Second Circuit held that the New York State statute which made it a crime to loiter, remain, or wander about a public place for the purpose of begging [Penal Law Section 240.35(1)] was unconstitutional because it violated the First Amendment rights of panhandlers.

FACT: From 1986 through June 1992, the Police Department charged only 1,113 persons with violating the begging statute.

Even so, as a result of the Loper decision, the Department can no longer enforce this law. Moreover, the Loper decision also deprives the police of the "or else" power often used by officers to change behavior without necessarily making an arrest. Individual police officers no longer have the backup authority to advise a beggar who is engaged in offensive behavior to desist "or else" face arrest.

Squeegee Cleaners

Squeegee cleaners vary in their levels of aggressiveness and intimidation, but most are liable to arrest for traffic offenses.

During a recent 60-day pilot project, half of those arrested had previous arrests for serious felonies: robbery, assault, burglary, larceny, or carrying a gun. Almost half also had arrests for drug-related offenses.

The results of this project revealed that squeegee cleaning at intersections and entry ways to bridges and tunnels can be dramatically reduced in a matter of weeks through sustained police intervention, including dislocation, issuance of summonses, and particularly arrest. Therefore, this strategy was recently implemented citywide.

Street Prostitution

If a neighborhood faces a street-prostitution problem, the Precinct Commander now has three enforcement options.

- 1) The Precinct Commander can direct patrol officers to make arrests for loitering. These are difficult, time-consuming, and typically result in a time-served sentence or minimal fine which the prostitute pays as a cost of doing business, returning to the location as soon as possible.
- 2) The Precinct Commander who wishes to run a decoy operation (called "Operation John") against those who use prostitutes

must call upon the limited resources of the Public Morals Division.

- 3) The Precinct Commander who wishes to combine a decoy operation with the forfeiture of the john's car (called "Operation Losing Proposition") must call upon the Public Morals Division and the Legal Bureau so that a lawyer can make determinations regarding applicability of the forfeiture statute.

FACT: The Public Morals Division has only 192 personnel citywide, who are responsible for enforcement of the laws regarding gambling, illegal sale of alcohol, and prostitution. As a result, Precinct Commanders who want to conduct "john" operations must wait for months while the Public Morals Division services other precincts.

FACT: According to a 1992 beat officer survey, there are 242 locations where street prostitution is prevalent throughout the city and 135 locations providing indoor prostitution. According to the Public Morals Division, 29 precincts have endemic street-prostitution conditions.

FACT: In 1990, the Police Department made 7,131 arrests for loitering for the purposes of prostitution and only 174 for patronizing a prostitute. In that year, no cars of "johns" were forfeited. In 1993, the Department made 6,411 arrests for loitering for the purposes of prostitution; arrests for patronizing a prostitute had increased nearly four-fold to 614, while the number of cars seized for forfeiture had increased from zero to 180.

FACT: According to groups who work with street prostitutes, the combination of arrests of "johns" and forfeiture of their cars is having the greatest impact upon prostitution.

Despite evidence that the combination of arrest and car forfeiture appears to have the greatest impact on street prostitution, the current mandate for reliance on specialized police units (the Public Morals Division and the Legal Bureau) means that Precinct Commanders can only sporadically employ these effective techniques.

Furthermore, the Department has not developed a city-wide capability to learn from successful innovations in one precinct,

borough, or community and spread those successes to other parts of the city.

For example, according to interviews with street prostitutes who work in areas within the catchment area of the Midtown Community Court, which sentences them to immediate community service, these prostitutes are moving their activities elsewhere to avoid this certain sanction which is disruptive to continued business.

The Midtown Community Court is also presented with a "Community Impact Statement" to assist that court in understanding the impact of this illegal conduct on the quality of community life. Some community groups such as RASP (Residents Against Street Prostitution) have been very effective in organizing block and tenant patrols to deter prostitution activity. Until now, the Department has had no mechanism for sharing these innovative partnerships around the city.

Noise: "Boomboxes," "Boombox Cars," Loud Motorcycles, Car Alarms, Loud Parties, and Loud Clubs and Discos

Many communities are plagued by the problem of excessive and illegal noise. This problem takes many forms, including:

- "boomboxes": radios and tape players carried by people on the streets used to play music at very high volumes;
- "boombox cars": vehicles equipped with high-power audio-amplification systems designed to play music that can be heard for blocks around; and
- car alarms: which, although designed for security purposes, frequently go off for no apparent reason.

"Boomboxes"

The Police Department's authority to deal with the problem of "boomboxes" has only recently been re-established. In 1991, the section of the Administrative Code banning "unnecessary" noise was declared unconstitutional. In 1993, a new Administrative Code section was enacted banning "unreasonable" noise, and the Police Department issued guidelines authorizing the seizure of these

devices and the issuance of summonses if the boombox is played at an unreasonably loud volume.

"Boombox Cars"

The Police Department's response to the problem of "boombox cars" is much more complicated, involving a commitment of equipment, expertise, and personnel. Over the past two years, the Department developed a pilot tactic called Operation Soundtrap.

This tactic joins inspectors from the Department of Environmental Protection with beat officers from the NYPD to enforce Section 375(47a) of the Vehicle and Traffic Law, which makes it unlawful to play amplified sound from a vehicle at a level in excess of 80 decibels measured from 50 feet away. Vehicles producing noise which exceeds the lawful decibel limit are stopped, their operator issued a summons, and the vehicle is seized for evidence.

FACT: According to the Department's Beat Officer Survey, 251 locations throughout the city have a "boombox car" condition, and 170 locations have other types of noise problems.

FACT: In 1993, the Department conducted 11 Operation Soundtraps and summonsed and seized 147 vehicles.

According to anecdotal data, communities such as Greenwich Village, where Operation Soundtraps were conducted regularly in the summer of 1993, saw a reduction in "boombox car" activity. However, because of limited resources in the Department of Environmental Protection, these operations have not been conducted with the frequency that many Precinct Commanders and communities desire.

Loud Motorcycles

Loud motorcycles, specifically those whose exhaust systems produce noise in violation of the Vehicle and Traffic Law and the New York City Administrative Code, are another problem to many New York City neighborhoods. Precinct Commanders presented with this vexing problem have traditionally had few strategies available to them. Motorcycles are difficult to catch when operated at a high speed on an urban street, and once caught, the various

provisions of the applicable law are unusually complicated and hard to enforce.

Because of the complexity of motorcycle noise regulations, the Police Department created a tactic called Operation Cyclecheck, a roadblock where all passing motorcycles are stopped and inspected to ensure compliance with noise and safety laws. Operation Cyclecheck was a cooperative effort with the Department of Motor Vehicles (DMV) which utilized police officers for traffic control and DMV investigators to inspect motorcycles.

Operation Cyclecheck was tried only once in 1993, on a pilot basis in Greenwich Village, with promising results: 48 motorcycles were stopped, 28 summonses were issued, 11 motorcycles were seized, and 3 motorcycle operators were arrested. There has been no effort, however, to institutionalize Operation Cyclecheck as a routine operation for Precinct Commanders freed from reliance on the Department of Motor Vehicles. Nor has there been an effort to train police officers in the appropriate laws and regulations pertaining to motorcycle noise.

Car Alarms

Many cars parked on city streets are equipped with audible burglar alarms, many of which go off for no apparent reason. Until 1993, state law allowed car-alarm manufacturers to install alarms that only shut off automatically after ten minutes — ten minutes which can seem like an eternity to the resident who can't sleep. This also meant that the police could take no action until the officer was sure that ten minutes had passed.

In 1993, however, state law changed, and the upper limit was reduced from ten to three minutes. As important, the City Council enacted Local Law 110 in 1993, which authorized the police to call a towing company to tow the car away if the alarm does not shut off.

Violation of this law, which took effect on March 29, 1994, carries a fine of \$175, with a maximum penalty of \$700 for each offense. An NYPD order which outlines procedures for enforcement has been issued, instructing police officers on the steps to disconnect alarms, preparation of Environmental Control Board Notices of Violation, notification of the car owner, and the towing of vehicles.

Loud Parties

Loud private parties pose a difficult problem for communities as well as for the Police Department. They present two strong conflicting interests which must be balanced: first, community residents desire a neighborhood free from excessive noise; but, second, when the excessive noise emanates from inside a residence, the right of the neighborhood to be free from excessive noise must be balanced against the individual's rights to be free from unreasonable searches and seizures prohibited by the Constitution.

Additionally, experience has shown that police actions at loud parties are dangerous and prone to confrontation, for many reasons including the presence of intoxicated party guests and the difficulty communicating over the din. The Department has not developed guidelines to assist Precinct Commanders in responding to loud parties effectively.

Loud Clubs and Discos

Numerous New York communities are besieged by night clubs or discos that are loud, draw unruly crowds, cause traffic jams, and are often plagued by violence and drug abuse. These communities have few avenues of redress. Most of the procedures for resolving community complaints involve a number of different city and state agencies.

Enforcing noise regulations is a cumbersome and complex process. Under the New York City Administrative Code, Section 24-241.1, the noise from a commercial club must exceed 45 decibels measured inside a residence. Violations of this law are adjudicated in the Environmental Control Board, where under current conditions, much unfavorable case law has developed. Moreover, the Department of Environmental Protection has few inspectors assigned to work the late evening hours when club-noise complaints are most common.

The license-suspension and revocation procedures of the State Liquor Authority are cumbersome and time-consuming. And, if the liquor license of the club is suspended, some establishments merely switch to serving nonalcoholic beverages.

Traffic problems also involve coordination between a number of agencies — principally the Department of Transportation and the Police Department.

The fragmentation of responsibility for the problems posed by clubs and discos has meant that affected communities have suffered too long without effective relief.

Dangerous Mentally Ill Street People

If a police officer confronts a dangerous mentally ill person on the street, the officer must first determine whether the individual poses an imminent danger to himself or others and, with the assistance of Emergency Services personnel or other responding units, take the individual into custody and bring him to a designated emergency room.

Once at the emergency room, the police officer who observed the street behavior is often relieved by another officer who is assigned to guard the individual, many times waiting several hours for the mental-health examination. By this time, the crisis has often passed, the individual appears calm, and the information about the street incident is relayed to the examining doctor second-hand or not at all by the second officer who did not observe the original incident. The doctor, therefore, has little if any useful information with which to decide whether to hold the individual for further observation.

In the absence of a written record of the individual's dangerous and/or threatening behavior, the criminal-justice system is hampered in its ability to effectively deal with dangerous mentally ill people.

FACT: This system is a significant drain on police resources. In 1993, over 22,000 persons were taken to hospitals for examination, a 200% increase since 1980.

FACT: There is no capability within the Police Department to keep records of a history of contacts with a chronically mentally-ill person to assist the medical professional or the criminal-justice system in making informed judgments. The need for a database for chronic emotionally disturbed persons became vividly clear in the Larry Hogue case on the Upper West Side of Manhattan.

Furthermore, if the mentally-ill person has also committed a minor crime, the decision to bring him to an emergency room often means that the opportunity to process that individual through the criminal-justice system is lost because the patrol officer understandably prefers to seek immediate medical attention. Since the criminal-justice system has greater power to detain a dangerous individual for mental-health observation, the decision to use the emergency-room option often results in premature release of a mentally-ill person to the street.

A 90-day pilot program has been implemented since June 1, 1994 with Elmhurst and Bellevue Hospitals to expedite the treatment of emotionally disturbed persons. Developed by the New York State and New York City Offices of Mental Health, the Health and Hospitals Corporation, John Jay College, and the New York Police Department, the pilot program has two goals:

- 1) to provide valuable patient information for physicians; and
- 2) to reduce the time required to guard emotionally disturbed persons at the hospital, thereby increasing enforcement time for police officers.

In order to accomplish these objectives, police officers involved in the project provide a detailed written account of what the officer observed about the patient's behavior, what witnesses told them, and names of relatives and friends to contact. The Police Academy has conducted training sessions in the commands participating in the project to sensitize officers to the needs of mentally ill people and to ensure proper use of the new forms.

Graffiti

There has been a variety of governmental and private responses to this problem.

- The Queens Borough President appointed a multi-agency Work Study Group in 1990 to begin the process of reclaiming neighborhoods and highways from the proliferation of graffiti which had spread in Queens. The result was a multi-pronged action plan to eliminate graffiti and the appointment of the Queens Borough President's Task Force to Eliminate Graffiti comprised of committees focusing on legislation, enforcement,

education, public awareness, and community and merchant relations.

- Queens police precincts and the Queens Highway units of the NYPD significantly increased arrests since implementation, with special targeting of these cases by the Queens District Attorney's Office and the Family Court. The main goal was to send offenders to perform community service in the areas where they had committed their violations.
- The Queens Borough President's Task Force organized over 90 community-service groups in a campaign to make commercial and residential areas graffiti-free. In addition, every weekend the Department of Probation supplies between six and twelve probationers to paint over graffiti in city-owned buildings.

The 104th Precinct developed a model anti-graffiti program focusing on education (utilizing a video from the Transit Police Department Vandal Squad) for the fifth and sixth grades, featuring a lecture which emphasizes public awareness and zero community tolerance, stressing prosecution through increased arrest activity, noting alternatives to graffiti vandalism such as PAL, and enlisting the help of numerous community resources within the precinct.

The 104th Precinct achieved the following results: large increases in graffiti arrests with a large decrease in graffiti activity, 1800 hours of community service performed in cleaning 700 sites, and cooperation with security offices in the large department stores to prevent the sale/theft of graffiti instruments to minors.

- The New York City Housing Police has established an Anti-Vandalism Team consisting of three police officers in Public Service Area 5. This team focuses on graffiti in ten New York City Housing Authority developments located in upper Manhattan. Based on the success of the 104th Precinct model and the Transit Police Department Vandal Squad, this team utilizes community involvement, public awareness, and New York City Housing Authority resources to reduce vandalism to Housing Authority property.

Officers assigned to the Vandal Squad have identified graffiti tags (names) with drugs sold in the developments and utilized this information to make numerous drug arrests. The Anti-

Vandalism Team has been in operation for the past ten months and has effected over 100 arrests with 72 of them for graffiti. In locations chosen as target areas, there has been a noticeable change, which has been noted by local residents, building momentum for greater involvement.

- The Midtown Community Court has, through the alternative sentencing of defendants to community service, cleaned, repaired and repainted 81 identified locations in the midtown area with severe graffiti vandalism.

In addition to these governmental efforts, there have been a number of programs initiated by private citizens.

- We Care About New York, Inc. is a clearinghouse organization for citizen efforts to prevent littering behavior and graffiti vandalism. This groups tries to mobilize grassroots groups through police precinct community councils, Community Boards, schools, block associations, tenant groups, etc. Cleanup groups range from as small as five people to as large as 4,000.

Despite all of these new laws, interagency task forces, special enforcement initiatives, and community involvement, the citywide impact upon the graffiti problem has been minimal.

FACT: In 1993, there were 910 arrests for graffiti vandalism. Under a pilot program granting rewards for information leading to the conviction of a graffiti vandal, which was conducted in two precincts for six months, the Police Department issued only one reward.

The Police Department has no systematic program for learning from and applying innovative efforts to combat graffiti. The programs that have been most successful are those that combine community action, targeted enforcement, involvement of young people, and utilization of all available civil and criminal remedies. Yet, as is the case with many problems of this kind, the Department cannot act alone, and cannot assume full responsibility for the work of developing a systematic, community-based effort that would have a visible impact upon endemic graffiti conditions.

Illegal Dumping

As striking as the problem of graffiti is to visitors to this city, the blight of illegal dumping is equally disturbing in many parts of the city. Vacant lots are strewn with illegally discarded construction debris and other rubble; dumped material may, in addition, include hazardous materials which may have long-term affects on the health of citizens in nearby areas. Illegal dumping is a citywide problem which significantly impacts the quality of life within a neighborhood.

Current law (Section 16-119 of the Administrative Code), gives police officers limited powers to seize vehicles that are used in illegal dumping. Such vehicles, if seized by the police, must be delivered to the Department of Sanitation, the agency with primary impound and forfeiture authority. At most, a police officer can make an arrest for illegal dumping (a misdemeanor), seize the vehicle as evidence and deliver the vehicle to the Department of Sanitation for forfeiture when its evidentiary purpose is accomplished. Legislative change which shifts forfeiture authority to the Police Department and which liberalizes the stringent forfeiture mechanism of the Administrative Code would provide a significant deterrent to this problem.

Sale of Alcohol to Minors

The problems posed by rowdy young people in New York's neighborhoods can often be traced to the illegal sale of alcohol to minors by various kinds of licensed establishments, including, among others, delicatessens, bars, and clubs. At the current time, the ability of government to take enforcement action against these establishments is severely limited.

FACT: The State Liquor Authority has only a few inspectors assigned to enforcement duties in the entire City of New York.

FACT: The policy of the New York Police Department prohibits uniformed supervisors from going into licensed premises to check compliance with applicable statutes; those responsibilities are left to the Public Morals Division which has limited resources and other responsibilities.

FACT: The Police Department primarily utilizes Police Cadets to effect undercover purchases of liquor, because there are so few 20-year-old police officers, as is required by current law.

FACT: Because of the caseload at the State Liquor Authority, the SLA generally takes several months to adjudicate a violation.

FACT: In 1993, 473 summonses were issued for sale to minors. This compares with 310 in 1992 and 269 in 1991.

As part of its Civil Enforcement Initiative, the Police Department has worked with the State Liquor Authority to develop a highly successful three-part strategy to deal with this problem:

- 1) The local precinct or division commander convenes a meeting with all licensed-premises owners in the community. At this meeting, the police commander first underscores the seriousness of the problem and commits the Department to taking vigorous enforcement actions. A representative from the State Liquor Authority is present to commit his agency to swift revocation hearings if any violations are found. Then, the businesses are trained how to check a patron's identification, using the latest technology.
- 2) Following this meeting, the Police Department conducts frequent enforcement actions, using Cadets, members of the Public Morals Division, and a uniformed supervisor who is authorized to go into the bars to check compliance.
- 3) Establishments that are found to sell to minors are swiftly brought in for hearings on the revocation of their license.

This strategy has been used with great success in the 52nd Precinct, the Bell Boulevard and Frances Lewis Boulevard sections of Queens, and Greenwich Village. The strategy has not, however, been institutionalized on a citywide basis.

Traffic Conditions — Hazardous and Chronic Traffic Violations

Throughout the city, illegally parked vehicles substantially interfere with safe and efficient vehicle and pedestrian traffic. In addition,

many vehicles are unregistered, uninsured, and being driven by persons who have no driver's license. Drag racing is also a very serious problem in several communities such as Crossbay Boulevard in Queens and Fountain Avenue and Van Dalia Avenue in Brooklyn.

- Aggressive tow projects have been instituted in all Patrol Boroughs except for Staten Island. The Department of Transportation has allocated seven tow trucks to each Patrol Borough per day to address hazardous and chronic parking conditions.
- Highway units and Borough Task Forces trained and equipped with radar have increased enforcement at drag racing locations.
- New legislation regarding Aggravated Unlicensed Operation of a Motor Vehicle was requested and passed last year, raising this offense from a traffic infraction to a misdemeanor and making it a felony to drive with ten or more suspensions. This new law has helped the Police Department and the criminal-justice system in addressing this problem, but stronger measures are needed. For example, the police are not permitted to fingerprint individuals arrested under the new statute for driving with a suspended license, so the courts must adjudicate these arrests without a reliable criminal history of the defendant.

That is why Mayor Giuliani has proposed legislation to make it a felony to drive with four or more license suspensions; to allow for fingerprinting of drunk, unlicensed, or suspended drivers; and to provide enhanced penalties for these offenses.

Reckless Bicyclists

One of the hazards faced by New York City residents and visitors is created by bicyclists who recklessly ride on streets and sidewalks. Some are messengers, others are deliverers, others are recreational riders. Sometimes they merely contribute to the inconvenience of walking on already congested streets and sidewalks. But too often they create significant risk of injury to the city's pedestrians.

The Police Department's ability to respond to this quality-of-life condition is hampered by deficiencies in the summons system, and limited by the absence of legislation enabling the police to seize bicycles of serious violators.

The Department has attempted one pilot program to deal with the problem in the 19th Precinct on the Upper East Side. Under Operation Spoke a year ago, the precinct gave leaflets to businesses that use bicycles. Violators then receive summonses and follow-up visits to sponsoring merchants are made. Although Operation Spoke had some beneficial effect in terms of educating the businesses involved, the lack of meaningful sanctions has undermined the credibility and effectiveness of the initiative.

CURRENT PRACTICE: POLICIES ON PROCESSING LOW-LEVEL CRIMES

Desk Appearance Tickets

Under Article 150 of the Criminal Procedure Law, the New York Police Department is authorized to release defendants charged with misdemeanors (and some felonies) on a Desk Appearance Ticket, with arraignment scheduled for three weeks in the future. Over the past ten years, the non-appearance rate for those defendants has remained constant — between 40 and 45%. The non-appearance rate for defendants arrested by the NYPD was 36%; by the Transit Police Department, 51%; by the Housing Police Department, 47%. Within six months, according to research by the Criminal Justice Agency, 31% of the defendants who initially failed to appear at arraignment did return to court, either through re-arrest or voluntary surrender.

While the practice of granting Desk Appearance Tickets has provided a benefit to the larger criminal justice system, which operates under a court rule holding that defendants should generally be arraigned within 24 hours, research indicates that the skip rate can be reduced by tighter eligibility requirements, higher identification standards, and supervisory screening of release decisions.

FACT: A joint effort between the Police Department and the Manhattan District Attorney's office identified 3,290 "career misdemeanants" who had a skip rate of 77%.

FACT: According to research by the Criminal Justice Agency, 25% of defendants issued Desk Appearance Tickets gave addresses that were deemed invalid by the United States Post Office.

Summonses

A large amount of time and resources is spent on the issuance of summonses by the New York Police Department and other enforcement agencies. There are more than six different forums responsible for the adjudication of summonses written in New York City for violations of the various administrative codes and misdemeanors not covered under the Penal Law.

FACT: The New York Police Department issues over 160,000 summonses a year, or 443 per day, returnable to Criminal Court.

FACT: Over 1.6 million summonses are issued by all enforcement agencies a year, returnable to the Traffic Violations Bureau.

FACT: The New York Police Department issues approximately 20,000 summonses returnable to the Environmental Control Board per year.

Until recently, Criminal Court had a non-appearance rate of nearly 75% for summons recipients and little, if any, enforcement action was taken. In response, the Police Department, in conjunction with the Manhattan District Attorney's Office and the Office of Court Administration, launched a pilot project, called Operation N-Force, in the Sixth Precinct to test several reforms of the summons process.

This pilot project suggests that enhanced training of officers on the issuance of summonses, warrant issuance for those who do not appear, stricter identification standards, and better communication between police and the Courts can result in making the summons a more productive and useful crime-fighting tool.

STRATEGY

Beginning July 18, 1994, it will be the policy of the New York City Police Department to:

EMPOWER PRECINCT COMMANDERS TO RESPOND TO DISORDERLY AND PERSISTENT QUALITY-OF-LIFE CONDITIONS

- by providing attorneys to work as quality-of-life counsels with Precinct Commanders to aid those commanders in addressing vexing, difficult, and persistent quality of life conditions;
- by developing precinct-level expertise in decoy operations and car-forfeiture operations to conduct sustained Operation Losing Propositions against those who would patronize street prostitutes;
- by giving borough commands and precincts the equipment and resources to conduct sustained Operation Soundtraps and Operation Cyclechecks;
- by authorizing Precinct Commanders to convene meetings with all bar and club owners in neighborhoods affected by the sale of liquor to minors to explain the laws regarding underage sale and authorizing deployment of uniformed supervisors to inspect establishments that sell liquor and to conduct their own undercover operations against premises selling alcohol to minors;
- by emphasizing enforcement of existing laws against harassment, assault, menacing, disorderly conduct and damage to property which apply to panhandlers as well as all other people;

- by focusing on enforcement efforts against unlicensed vendors and requiring licensed vendors to operate within legal constraints;
- by enforcing existing anti-graffiti laws which seek sentences of community service that require violators to engage in clean-up efforts and expand penalties for repeat violators. Convene a citywide anti-graffiti conference to focus the attention of the police and other agencies on this problem and to develop a compendium of successful approaches; and
- by stepping-up enforcement efforts; issuance of summonses and arrests for repeat violators against those who urinate in public, throw empty bottles on the street or otherwise litter or are involved in even relatively minor damage to property.
- by institutionalizing the successful approaches against "squeegee cleaners" so that Precinct Commanders can take sustained actions against this behavior.

REFOCUS DEPARTMENT RESOURCES

- by concentrating the anti-prostitution efforts of the Public Morals Division of OCCB on indoor prostitution locations identified by Precinct Commanders, while providing technical support to Precinct Commanders in dealing with street prostitution conditions; and
- by applying Nuisance Abatement powers on a citywide basis, using lawyers of the expanded Civil Enforcement Division and working with the Office of the Corporation Counsel, to close down illegal indoor businesses such as smoke shops, crack houses, and illegal massage parlors.

REVISE THE DEPARTMENT'S DIRECTIVES AND PROCEDURES

- by developing legal guidelines to assist field personnel in implementation of car-forfeiture and car-seizure operations;
- by requiring government-issued photo identification for the issuance of criminal summonses on the street;
- by requiring the same level of identification for the issuance of Desk Appearance Tickets at precincts;
- by enhancing supervisory accountability for warrant checks on Desk Appearance Tickets; and
- by tripling the misdemeanor recidivist list so that Desk Appearance Tickets will not be issued to high risk individuals, those with 5 or more misdemeanor convictions within the last five years.

REVISE AND EXPAND TRAINING

- by developing training for female undercover precinct officers to conduct "john" operations;
- by expanding the training of Borough Task Force personnel in the proper use of sound meters, both for "boombox cars" and loud clubs;
- by developing departmental expertise in enforcement of motorcycle regulations;
- by developing training for precinct uniform personnel in conducting undercover operations against premises selling alcohol to minors;

- by training officers on the issuance of summonses under the new guidelines; and
- by developing problem-solving seminars on quality-of-life strategies for Precinct Commanders.

SECURE PASSAGE OF NEW LEGISLATION

- to allow law enforcement to more effectively address aggressive panhandling;
- to allow recipients of criminal-court summonses to plead guilty and pay a fine by mail;
- to allow for the fingerprinting of individuals for illegal vending and driving with a suspended license;
- to authorize police officers to seize vehicles engaged in illegal dumping;
- to authorize police to seize the bicycles of individuals engaged in activity that violates the Administrative Code sections regulating bicycle messengers or actions that impede the movement of pedestrians on sidewalks; and
- to empower apartment residents, tenant organizations, block associations, and other community associations to seek evictions of tenants who deal drugs or engage in other unlawful activity.

Empower Precinct Commanders To Respond to Disorderly and Persistent Quality-of-Life Conditions

To empower Precinct Commanders to respond to persistent quality of life conditions, the Department will take the following steps:

- 1) By August 15, 1994 the Legal Bureau will expand the Civil Enforcement Initiative to the following precincts: 1st, 5th, 7th, 23rd, 25th, 28th, 32nd, 40th, 42nd, 44th, 48th, 60th, 61st, 62nd, 70th, 73rd, 75th, 81st, 100th, 101st, 103rd, 105th, 106th, 113th. Under the Civil Enforcement Initiative, attorneys are being assigned to each of the six Divisions that include these precincts, as well as to six other Divisions, and the attorneys will meet with Division and Precinct Commanders to develop comprehensive strategies to address quality of life conditions. This will bring the Civil Enforcement Initiative to a total of 55 precincts throughout the City.
- 2) By August 15, 1994, the Chief of Patrol will complete a survey of all precincts to determine which communities have significant street-prostitution conditions. The Public Morals Division will develop a problem-solving seminar for Precinct Commanders and other precinct personnel on how to conduct "john" operations. The Legal Bureau will provide training on the legal issues pertaining to Operation Losing Proposition. Once trained, the Precinct Commanders will be able to conduct sustained Operation Losing Propositions in their precincts.
- 3) By August 15, 1994, the Chief of Patrol will survey all precincts to determine which communities experience noise problems, including "boombox cars", motorcycles, radios, clubs, parties, and will develop a problem-solving seminar for those Precinct Commanders on how to combat those problems. Borough Task Force personnel will be used, as requested by Precinct Commanders, in Operation Soundtraps to measure "boombox cars".
- 4) By August 15, 1994, the Legal Bureau and Department of Environmental Protection will develop and test a new protocol for enforcing noise standards against clubs and discos.
- 5) By August 15, 1994 the Legal Bureau and the Chief of Patrol will develop guidelines for responding to noisy parties.

- 6) By August 15, 1994, the Legal Bureau and the Chief of Patrol will issue new guidelines for responding to car alarms.
- 7) By August 15, 1994, the Office of the Chief of Patrol will survey all precincts to determine which communities have bars, delicatessens, and other licensed premises persistently serve alcohol to minors. The Chief of Patrol and Deputy Commissioner, Training will develop problem-solving materials for those Precinct Commanders regarding the successful initiative with the Department and the State Liquor Authority and will direct meetings in the affected precincts between the owners of these establishments and representatives of the Department and the SLA.
- 8) The Police Department's Deputy Commissioner, Community Affairs, will convene a Conference to Combat Graffiti. The DCCA will invite elected officials, community groups, and civic organizations to this conference. The DCCA will publish a "how-to" booklet on strategies to address graffiti. The policy on the rewards program will be published.
- 9) By August 15, the Department will also promulgate a new order denying eligibility for Desk Appearance Tickets to individuals arrested for graffiti vandalism.
- 10) By September 15, 1994, the Chief of Department will complete an evaluation of the 90-day pilot program, conducted with the Health and Hospitals Corporation and the city and state offices of Mental Health, for responding to chronic emotionally-disturbed persons. If successful, the program will be expanded to all HHC emergency rooms and ultimately to the city's voluntary hospitals as well.
- 11) The Chief of Patrol will continue to monitor the Department's program to respond to the problem of squeegee cleaners and will adjust tactics as needed.
- 12) By September 15, 1994, the Chief of Patrol, in conjunction with the Deputy Commissioner, Legal Matters, will develop operational protocols for Precinct Commanders to implement Operation Cyclecheck throughout the city, building on the experience of the joint operation with the Department of Motor Vehicles.

- 13) As required, Precinct Commanders will apply Operation Spoke to areas where bicyclists making deliveries for restaurants or other businesses are causing problems for motorists or pedestrians.
- 14) By August 15, 1994, the Chief of Patrol and the Deputy Commissioner, Legal Matters will develop protocols for the purchase of alcohol by undercover precinct personnel and the inspection of licensed premises by uniformed supervisors who have been selected for the purpose by Precinct Commanders.
- 15) By October 1, 1994, the Chief of Patrol will ensure that the Police Officers assigned to traffic intersections under the expanded Midtown Traffic Area will take appropriate enforcement action against all traffic violations, including those involving bicyclists. Approximately 200 police officers will be assigned to these duties.
- 11) The Chief of Patrol will continue to monitor the Department's enforcement efforts against illegal vendors and will adjust tactics as needed.

Refocus Department Resources

PUBLIC MORALS DIVISION

By August 15, 1994, the Chief of Organized Crime Control will redefine the mission of the Public Morals Division in the area of street prostitution, to provide support and expertise to Precinct Commanders and training to precinct personnel while maintaining PMD's own enforcement efforts against inside prostitution locations.

BOROUGH TASK FORCES

The Chief of Patrol will ensure that Borough Task Forces are trained in the use of decibel meters to conduct Operation Soundtrap.

NUISANCE ABATEMENT

By July 29, Precinct Commanders in the 55 precincts that are participating in the Civil Enforcement Initiative will develop in conjunction with the attorneys of the Department's Civil Enforcement Division their lists of locations prioritized for closure.

MANHATTAN TRAFFIC AREA

As of October 1, 1994, two weeks after the Police Department is scheduled to take over traffic enforcement from the Department of Transportation, police officers posted to high-visibility intersections will enforce all traffic regulations, including those governing bicycles.

EQUIPMENT PURCHASES

The Police Department is spending drug forfeiture funds to purchase sufficient numbers of decibel meters (to address noise conditions), KEL sets (to record conversations between undercover officers and patrons of prostitutes), and nightscopes (to record nighttime graffiti vandalism).

REVISE DEPARTMENTAL POLICIES AND PROCEDURES

CAR SEIZURES

By August 15, 1994, the Deputy Commissioner, Legal Matters, will develop legal guidelines to assist Precinct Commanders in implementation of car seizure operations.

IDENTIFICATION REQUIREMENTS FOR SUMMONSES AND DESK APPEARANCE TICKETS

By August 15, 1994, the Office of the Chief of Patrol will expand Operation N-Force to one precinct in each Patrol borough, and then by August 29, to all precincts throughout the city, thereby establishing uniform standards for identification and processing of defendants receiving criminal-court summonses.

By August 15, 1994, the Criminal Justice Bureau will establish similar citywide standards for issuance of Desk Appearance Tickets, including the implementation of the expanded misdemeanor recidivist list and strengthened supervisory controls.

By August 15, 1994, the Office of Management Analysis and Planning will issue a directive denying Desk Appearance Tickets to graffiti vandals.

GRAFFITI REWARD PROGRAM

By August 15, 1994, the Office of Management Analysis and Planning will issue a new directive making citywide the graffiti reward program.

CHRONIC MENTALLY ILL PERSONS

By September 15, 1994, the Chief of Department will determine whether the pilot project with Elmhurst and Bellevue Hospitals has been effective in increasing the enforcement time of police officers and in providing physicians with the information they need to decide course of treatment for emotionally disturbed persons brought in by police.

EDP DATABASE

By November 1, 1994, the Management Information System Division of the Police Department will make available for use by all precincts a database for storing and retrieving information being collected by police officers on emotionally disturbed persons.

SUPERVISORY ACCOUNTABILITY FOR WARRANT CHECKS ON DESK APPEARANCE TICKETS

By August 15, 1994, the Deputy Commissioner, Legal Matters will distribute new procedures and guidelines so that supervisors do not allow the issuance of Desk Appearance Tickets to ineligible defendants.

MISDEMEANOR RECIDIVIST LIST

By September 1, 1994, the Police Department and the Division of Criminal Justice Services will create an expanded list of approximately 10,000 individuals who will no longer be eligible for Desk Appearance Tickets. The list will be comprised of all individuals (excluding prostitutes) who have been convicted of at least 5 misdemeanors within the last five years.

PATROL GUIDE

By September 1, 1994, the Deputy Commissioner, Policy and Planning will re-examine all pertinent sections of the Patrol Guide to ensure consistency with Police Strategy No. 5.

REVISE AND EXPAND TRAINING

SUCCESS SEMINARS

By August 15, 1994, the Deputy Commissioner, Training will develop a series of problem-solving seminars for Precinct Commanders and their designees (especially Operations Lieutenants) to share information about successful techniques, particularly focusing on the involvement of community groups in the fight against disorderly and quality-of-life conditions.

DECOY OPERATIONS

By August 15, 1994, the Commanding Officer, Public Morals Division and the Deputy Commissioner, Legal Matters will offer a training module, which includes legal guidance, to Precinct Commanders and their designees (especially Operations Lieutenants and Patrol Supervisors) on decoy operations to be conducted by precinct personnel.

CHRONIC MENTALLY ILL PERSONS

The Deputy Commissioner, Training, will provide training to all relevant Patrol Supervisors, in areas where hospitals have joined in the pilot project begun at Elmhurst and Bellevue hospitals, on the use of the new form, "Report of the Police Officer's contact with Emotionally Disturbed Persons."

SECURE PASSAGE OF NEW LEGISLATION

By July 29, 1994, to enhance the Department's effectiveness in alleviating disorderly conditions, the Deputy Commissioner, Legal Matters will advance to the Police Commissioner a "Quality of Life Legislative Agenda" that will support legislation already proposed by the Mayor and/or approved by legislative authorities and supplement these where necessary to:

- 1) prohibit "aggressive" begging;
- 2) provide for defendants to plead guilty to criminal summonses by mail;
- 3) authorize fingerprinting of individuals charged with driving with suspended licenses or driving while intoxicated, and individuals charged with illegal vending;
- 4) authorize the police to seize vehicles engaged in illegal dumping;
- 5) authorize the police to seize bicycles of individuals engaged in illegal activity; and
- 6) empower residents, community organizations, and tenant groups to seek evictions of drug dealers.

BUILDING PARTNERSHIPS

The Department will seek the committed support of:

- 1) the Department of Environmental Protection to conduct joint operations and training regarding noise violations;
- 2) the Department of Motor Vehicles to develop training for precinct personnel regarding motorcycle violations;
- 3) the Office of Court Administration to support Operation N-Force's expansion throughout the City;
- 4) the District Attorney's offices to support Operation N-Force and graffiti prosecutions and to develop, where appropriate, "community impact statements" so that courts are aware of the effect of these crimes on the quality of life;
- 5) the Health and Hospitals Corporation and the city and state offices of Mental Health in expanding the pilot program for responding more effectively to chronic emotionally disturbed persons who may be violent.
- 6) pending merger, the Transit and Housing Police, to undertake joint operations and exchange expertise, especially in those areas where each has been especially successful (for example, the Transit Police's progress against graffiti and panhandlers and the Housing Police's progress against graffiti and vandalism);
- 7) community groups, civic organizations and elected officials to collaborate on the Conference to Combat Graffiti; and
- 8) the Department of Probation to provide probationers to assist in graffiti removal and the Department of Consumer Affairs to use its enforcement powers against illegal sale and display of graffiti material in coordination with other enforcement efforts.

EVALUATION

After deploying these strategies for a period of six months, a report on their impact will be completed by the Department, with recommendations for strategic and operational adjustments.

THE WHITE HOUSE

Office of the Press Secretary

Dennis
R/I

For Immediate Release

February 9, 1996

**PRESIDENT CLINTON NAMES WILLIAM J. BRATTON TO THE
NATIONAL COMMISSION ON CRIME CONTROL AND PREVENTION**

President Clinton announced today his intent to appoint William J. Bratton to the National Commission on Crime Control and Prevention.

William J. Bratton of New York was appointed New York City's 38th Police Commissioner in 1994. Previously, he served as Police Commissioner of the City of Boston. Between 1990 and 1992, he led the Transit Police in New York City where he was credited with a 50% reduction in subway crime. In 1993, he was elected president of the Police Executive Research Forum, a national policy and research organization comprised of many of the country's progressive police leaders. He has received the Boston Police Department's highest award for valor, the Schroeder Brothers Medal for rescuing a hostage and facing down a bank robber in 1975. Commissioner Bratton is a graduate of the F.B.I. National Executive Institute, the Senior Executive Fellows Program at Harvard and holds a Bachelor of Science degree in law enforcement from Boston State College.

The National Commission on Crime Control and Prevention was created to develop a comprehensive proposal, including the cost of implementation for preventing and controlling crime and violence in the United States. The President will convene the "Presidential Summit On Violence" to initiate the work of this Commission. No later than two years after the date of the Summit, the Commission shall submit a detailed report to Congress and the President containing its findings and recommendations.

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NYDN

UNRAVELS HITS THE ROAD

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**NYPD rocked as crime guru
Maple joins top cop exodus**



LEAVING: Dapper Deputy Commish Jack Maple

MISHA ERWITT DAILY NEWS

PHOTOCOPY
PRESERVATION

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ANOTHER



MAYOR GIULIANI, First Deputy Police Commissioner John Timoney, Commissioner William Bratton and

POLICE IN TRANSITION

KEY COP IS OUT



Deputy Commissioner Jack Maple (l. to r.) at City Hall last week. Now, all three police officials have quit.

DAVID HANDECHUN DAILY NEWS

His Finest moments

At 4:11 p.m. yesterday, Jack Maple officially relinquished a position he still could not quite believe he held.

He had, after all, made a single, unprecedented leap from transit cop lieutenant to deputy police commissioner. That ascension had continued to seem unreal even as an equally remarkable drop in crime made it clear he belonged exactly where he was.

"Don't blink or it'll be over," Maple would say.

Back in his subway days, Maple had used a pen to mark underground crimes on 55 feet of maps taped to a wall. He called these the Charts of the Future, and he needed only a glance to discern a pattern. He dispatched his officers accordingly, guided by a basic principle.

"Treat every case as if your mother was the victim," Maple said.

The result was that wolf pack robberies in the subway dropped from 1,200 a year to just 12. Maple felt he had served his city well enough to frequent such places as Elaine's. People there smiled tolerantly when this "cave cop" from Queens would suggest that the same strategies could cut street crime in half.

One believer was William Bratton, who stepped down as chief of the transit police in 1992 to head the Boston police. Maple was invited to come along, and the people of that city were just getting used to his bow ties and two-tone shoes when Bratton came back to New York City as police commissioner.

Bratton told the mayor that he wanted to make Maple a deputy commissioner in charge of crimefighting strategies. New York once more proved to be New York.

"Where else would a mayor have a transit cop become a deputy commissioner?" Maple says.

The Charts of the Future were computerized, and suddenly every case became something a commander might have to explain at a Compstat meeting. A robbery on Livonia Ave. flashed on the screen no differently than one on Central Park South.

On the basis of these charts, an entire department was marshaled as Maple's squad once had been. The cops went

where the crime was and stayed after it.

"Relentless," Maple would say.

He was notified of every homicide, and if he was horrified by how many times his beeper went off, he took heart that it went off less often than it did a year earlier. The worst beeps were the ones that informed him that a cop had been shot, and the images that stayed with him were of the families at the hospitals. He told himself that at least these cops were part of an army that finally had clear strategies and a will to win.

"They did not die in vain," Maple would say.

The numbers began to fall just as they had in the subways, and Bratton gave Maple due credit. Maple could still not quite believe that a kid out of Richmond Hill with a night school diplo-

MICHAEL DALY



nice surprise for city

ma from Brooklyn Tech was now a deputy commissioner who could shake hands with the Pope and zoom along the Manhattan skyline in a helicopter. He was rushing to one emergency when he choppered onto a Little League field where he had played as an 11-year-old power hitter.

"I never want this to end!" Maple said.

Then, last Tuesday, Bratton walked over to City Hall and resigned. Howard Safir was named the new commissioner, and Maple met with him for two hours Friday. Maple told him the commanders were sharp and the cops were dedicated and uncommonly brave.

Safir was amiable, keen and focused, and he asked Maple to stay on. Maple at first agreed, but over the weekend he began to feel that the time had come to go.

Early yesterday afternoon, Maple notified Safir in person that he was all but sure he would be leaving. Maple later sat in his office, undid his bow tie and sighed.

He was asked the number of homicides the year before his great leap and the number this past year. He recited the numbers with a precision that held each one important.

"1,946," Maple said. "1,182."

At 3:15 p.m., Maple reknotted his tie and went up to see Bratton. He came down just before 4 p.m. and put in a call to Safir.

At 4:11 p.m., Safir called back. Maple made his decision official and Safir wished him luck, and then, it was over. Maple had helped guide a campaign that arguably saved almost 1,000 people from being murdered.

"We had a good run," Maple said.



JACK MAPLE, 5, sporting his now-trademark bow tie, could hardly foresee his success as a cop.

Bratton aide Maple quits — & rumors swirl at the NYPD

By JOHN MARZULLI and ALICE McQUILLAN

Daily News Staff Writers

Outgoing Police Commissioner William Bratton's crack crimebusting team all but disintegrated yesterday as chief strategist Jack Maple suddenly walked off the force.

Maple, Bratton's closest aide and principal architect of the city's successful war on crime, met with incoming Police Commissioner Howard Safir yesterday morning and announced he would join his former boss at a private security firm.

"He met with Commissioner Safir, and he said he thought the department was in good hands and that he was going to go into the private sector with Commissioner Bratton," said Safir spokeswoman Marilyn Mode.

"Safir said good luck," she said. "It was very cordial."

Maple's surprise exit swiftly followed the bitter resignation of First Deputy Police Commissioner John Timoney, who left after blasting Safir as a "lightweight" and branding Mayor Giuliani "nutty" in the wake of what has been widely viewed as Bratton's forced departure from the top cop job.

Giuliani downplayed the tumult that has rocked the NYPD high command since Bratton announced his resignation last week after a little more than two years on the job.

"It is nowhere near the number of resignations that took place, for example, when Commissioner Bratton took over," Giuliani said. "We're talking about the kind of normal change that takes place when one commissioner leaves. The people personally closest to that commissioner usually go out."

Indeed, noted one high-ranking police source, Maple was undoubtedly keenly aware that Bratton's departure would cost him a great deal of personal power.

"The real story is he's not going to be given the same headway or latitude or the ability to abuse everybody he comes into contact with," said the source. "That's the reality of the situation, because Bratton's gone."

With two of Bratton's top aides abruptly out of the department, Police Plaza was on rumor overdrive yesterday as speculation focused on Chief of Department Louis Anemone, who worked closely with Maple and shared his hard-charging managerial style — and who now will have to change that style, a department insider predicted.

MAPLE FROM PAGE FIVE

Suddenly, isolated, clearly Anemone will have to develop some interpersonal skills in dealing with the rest of the department," the insider said. "He and Jack bullied everyone."

Maple, a retired transit police lieutenant who caught Bratton's attention when Bratton was chief of the transit force, cut a larger-than-life figure with

his signature bow tie, custom two-tone shoes, homburg hat and penchant for quoting ancient Chinese warlords.

He made many enemies with his blunt take-no-prisoners style at highly confrontational strategy meetings known as Compstat, where he regularly terrorized police commanders.

But he was always praised as a savvy crime-trends spotter.

"Maple is certainly a brilliant crime strategist," said Transit Bureau Chief Kenneth Donohue, adding that his departure is "a loss to the department."

Said Citizens Crime Commission head Thomas Reppetto: "I hope the NYPD will be like the old New York Yankees, when great players left and other great players took their places — and the team continued winning."

Department speculation also centered on the names of those who might succeed Timoney and Maple. Candidates for Timoney's position are known to include Internal Affairs Chief Patrick Kelleher and Chief of Personnel Michael Markman, but Safir has said he will make no decisions on appointments until April 15, when he formally takes over the department.

Also joining the exodus yesterday was Bratton's chief of staff, Peter LaPorte.

LaPorte — the NYPD's pointman with City Hall — said he would accept private-sector opportunities in New York or Massachusetts.

"Safir is a gentleman and I wish him all the luck, and I plan on working hard to make this transition as smooth as possible," LaPorte said.

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Howard Safir

Safir nabs ex-aide for police team

By **JOHN MARZULLI**

Daily News Staff Writer

With an eye toward making his transition as smooth as possible, incoming Police Commissioner Howard Safir yesterday added a top fire department aide to his police management team.

Richard Sheirer, the Fire Department's deputy commissioner of inter-governmental affairs, will join Safir at the helm of the NYPD.

"He has a long history of dealing effectively with other agencies," Safir said.

With the resignations of Deputy Police Commissioners John Timoney, Jack Maple and Peter LaPorte — and others expected — Team Safir will shortly begin to take shape in earnest.

The new commissioner will evaluate police brass as they provide overviews of their bureaus.

"I have a very simple philosophy when I come into a new organization," he said. "Give everybody an opportunity to show what they can do the job. Those who want to stay, and perform well, will stay."

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SAFIR FROM PAGE FIVE

Safir was briefed Friday on the upcoming major narcotics strategy in Brooklyn and will meet again today with Deputy Chief Joseph Dunne, who is leading that drive.

"It sounds like an excellent initiative, and having a bit of a narcotics background myself [in the Drug Enforcement Administration], I think I'll have some suggestions when I get over there," Safir said.

Just as the previous police regime watched daily crime statistics as closely as stockbrokers check their tickers, Safir vowed there will be no slacking off on his watch.

"I will be watching the numbers very closely," he said. "Those indicators are important, and we're going to hold people accountable for their performance."

Brass also want to keep the soon-to-be top cop well-informed of breaking incidents when he isn't poring over briefing books. So he has a new beeper.

"It's been going off a lot," Safir said.

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Crime Stoppers

Making the police accountable is one important step.

So is going after small crimes — as a way to prevent the big ones.

BY DAVID C. ANDERSON

FOR YEARS AMERICA'S ELEVATED CRIME RATE SERVED AS A POLITICAL Rorschach test. Blame lenience of laws and courts or blame poverty, racism and social neglect. New York's sharp drop in homicides refocuses the debate on a point so simple that it looks radical: crime control begins with the police. In hindsight, it certainly seems obvious. The key to the change, observes Mayor Rudolph W. Giuliani of New York, is recognizing that the Police Department's ultimate role "is to prevent crime as opposed to arresting people who have already committed crime." Why has the obvious proved so hard to grasp?

The history of the American police is a study in management tension: Police officers on the street are most effective if given broad discretion to deal with crime problems peculiar to neighborhoods. Yet chiefs need to know that officers are actually at work and staying out of trouble.

Over the years, crime control lost out to bureaucratic control as police departments centralized authority to curb bribery, political influence, brutality and malingering. In their new book, "Fixing Broken Windows," George L. Kelling and Catherine M. Coles explain that radio cars supplanted foot patrols because it is easier to keep track of officers in cars, not because motor patrols are more effective against crime. Nor does the 911 system, which channels all calls through central headquarters, do much to prevent crime. It reduces response time, but that has little deterrent value — crime victims typically wait 20 minutes or more before calling the police.

Meanwhile, 911 locks patrol officers into a reactive role. During the 1980's, police theorists argued for detaching officers from 911 duty to work on broader crime problems. But such "community policing," or "problem-oriented policing," requires plenty of officers. As municipal budgets tightened, police departments realized that in 911 they had created an enslaving monster: they dared not ignore emergency calls, yet there were never any officers available to do anything else.

Lee Brown, Police Commissioner to Giuliani's predecessor, David Dinkins, deeply appreciated community policing and understood the need for more officers to make it work. To do so, he and Dinkins engineered an ambitious program to expand the force from 25,465 officers

to more than 32,000. Giuliani's first Commissioner, William Bratton, harbored larger ambitions. He sought to resolve the historic tension of police management once and for all by giving the precinct police more discretion in their neighborhoods while holding them strictly accountable for results. The thousands of new officers arriving under the Dinkins-Brown plan gave him the resources he needed. Bratton left office last year, but his replacement, Howard Safir, has



Louis R. Anemone, center with glasses, is the N.Y.P.D.'s chief Compstat Inquisitor.

David C. Anderson writes frequently about criminal justice.

seen no reason to change course. The police department's new approach boils down to two elements: quality of life and Compstat.

QUALITY OF LIFE Bratton used laws against drinking alcohol on the street, urinating in public and other minor offenses to mount an aggressive patrol strategy that made the police more visible in high-crime areas. Officers now confront people they suspect of minor offenses and demand identification. Those who can produce a driver's license or other government-issued photo ID are sent on their way with summonses — unless computer checks determine that they are subject to outstanding warrants. Those who are, or who cannot produce ID, are searched for weapons and drugs, then taken to the precinct station. Detectives "debrief" them, pressing for information about drug dealing, gun running and other illicit activities in the neighborhood. Such data then become the basis for special operations.

Headquarters commanders have relaxed orders dating to 1970's scandals that took drug- and vice-law enforcement away from precinct patrol officers and turned them over to special units. As a result, the police theorize, potential criminals are less likely to carry weapons and ask for trouble in other ways. "They're taking the handcuffs off the cops," says Inspector Joanne Jaffe, commanding officer of the 33d Precinct.

"The police do stop you," says Whet Wade, who has served a jail term on a gun charge and now attends a program for people coming out of city jails. "So that prevents a lot of people from carrying their guns."

Jason Mercado, another former jail inmate, has felt the effects of the debriefing strategy. Since his release, he says, he has been stopped and searched four times by the police, and in three instances the cops said someone had told them he was carrying a gun. (He was not.)

Andrew Karmen, a John Jay College of Criminal Justice sociologist, offers figures that appear to document the effects of a larger, more aggressive police presence. One of his charts shows a steep decline in murders committed with guns while showing no change in the number of those committed in other ways. Another chart shows a big decline in killings committed outdoors rather than indoors.

COMPSTAT Given the new tactics, how should headquarters maintain control? In New York, information is power. The compilation of crime statistics, precinct by precinct, was traditionally a leisurely process, with reports forwarded by hand to headquarters a few times a year. Now they must be sent in weekly on computer disks. That allows senior managers to analyze the figures and print out timely charts of police and criminal activity all over the city.

The data serve as the basis for the regular Compstat meetings that are probably the most powerful control device ever devised for the police. A hundred uniformed officers and civilians convene twice a week in a war room at police headquarters. "You have every important player from the borough and the precinct," says Safir, who often attends himself. "You have crime strategists from other boroughs; you have probation, parole, corrections, the District Attorney's office. You have the entire criminal justice system in one room figuring out how to reduce crime in a community."

Louis R. Anemone, Chief of Department, arrives for the inquisition armed with sheaves of statistics along with personal profiles of precinct commanders. The commanders, notified 36 hours in advance, are ex-



Woe be the precinct commander who is unprepared for a Compstat grilling.

pected to give formal presentations and answer questions about the statistics for their areas. Commanders and their subordinates stand at a lectern while precinct data play across huge screens. Charts track crime reports and arrests by the week, day and hour. Concentrations of drug trafficking, shooting, robbery or burglary illuminate street maps.

"It keeps you focused," Inspector Jane Perlov says. "I review my stats every day. They could call you any day, and you should be ready to go." The stakes are high. Precinct heads who show up unprepared once too often are bounced out of their commands.

Anemone sits across the room, barking questions, offering advice, sometimes granting a word or two of praise. Safir sits to his right, ready to inject questions or comments. In a recent meeting, Anemone roasted a precinct narcotics supervisor named Abner Moore: "It's a tough area, Abner, but are we doing anything on Saturday? Your arrests are low on Saturday. Aren't they selling dope on Saturday?" All eyes shifted to the screens. Sure enough, an unforgiving bar chart showed only a dozen Saturday arrests, less than a fifth the average for the peak day, Monday. "I want you to balance this, Ab," the chief said. "I certainly don't want you setting a pattern where they know you won't arrest them on Saturday."

The directness of communication is extraordinary for the nation's largest police bureaucracy. Before Compstat, "a precinct commander would never really talk to someone like Chief Anemone," Perlov says. "It would go from you through millions of layers till it got up to him. Now we go down there, we're talking to the Chief of Detectives, Chief of Organized Crime, the Chief of Department and the Police Commissioner. That's an incredible thing."

If the new approach adds up to a real breakthrough, however, it leaves open a troubling issue: What the police call quality-of-life enforcement others call harassment. Do safer streets require an unacceptable sacrifice of community relations?

Patrol officers are given strict procedural guidelines for quality-of-life arrests, summonses and debriefings to keep them within the bounds of "stop and frisk" law as defined by the Supreme Court. Even so, young people like Wade and Mercado volunteer stories of being manhandled, even beaten, in situations where, they claim, the abuse was unwarranted. Norman Siegel, executive director of the New York Civil Liberties Union, says that New York's quality-of-life enforcers are playing fast and

loose with the constitutional standard. So far, the public apparently does not care. "We did interviews on TV and said, 'If there's anyone who wants to challenge this, we're prepared to challenge it.' I never got a phone call." The issue has historic resonance. Mark Moore, a professor of criminal justice at Harvard, points out that the police de-emphasized low-level enforcement during the late 1960's. Scarce resources, the experts of those days said, should be focused on major crimes rather than low-level offenses.

"Those arguments won the day because the police didn't like doing it anyway," Moore says. "They didn't want to arrest drunks and have them throw up in the back of the car." But, of course, there was another big reason for the change in strategy: the nation had just been through several "long, hot summers" of urban riots, often precipitated by incidents of police abuse. Low-level enforcement, Moore says, "was where all the oppression, the racism got expressed." Safir was concerned enough about abuse of power to announce a "courtesy, professionalism and respect" initiative upon taking over the department. His com-



Commissioner Howard Safir is ever ready with questions or comments.

manders insist that the Compstat process should work to control police misconduct. But its effectiveness in that area remains to be seen.

For now, however, it is the drop in homicides that commands attention. Homicides peaked in 1990, at a total of 2,262, then began a gradual decline, as Dinkins and Brown began their expansion program. Decline turned to free fall in 1994 with Bratton's radical new administration. Homicides for 1996 totaled 984, an astounding 57 percent below the 1990 figure. Success probably attributable to the new police management deals a serious blow to skeptics used to thinking about crime in broader, more elegant terms.

Lately they have advanced three plausible other explanations:

① • The crack epidemic of the late 1980's, which contributed to the spread of guns in the hands of kids and generated violence in other ways, began to die a natural death in the early 1990's. More precisely, it caused a "little brother" syndrome: as one generation of teen-agers gave up their lives to drugs and guns, their younger siblings were so traumatized that they vowed never to behave that way themselves. And now it is their turn to inherit the streets.

② • The nature of drug marketing changed in a way that has reduced violence. Richard Curtis, a John Jay College anthropologist, argues that during the 1980's crack dealers formed large organizations that naturally generated violence as they transacted business openly on the streets, competed for territory and fought through internal conflicts. Now they are being replaced by smaller operators who do business indoors and who deal only with people they know.

③ • Crime-prone age groups have declined as part of the population; young people have also been removed from the streets as they left town or were incarcerated, injured or killed. "When you add up the attrition," says Jeffrey Fagan, director of the Center for Violence Research and Prevention at the Columbia University School of Public Health, "you've got a sea change in the composition of people who are at the highest rates of violence."

But while these broader theories might explain the small declines of the Dinkins years, they cannot explain the more recent plunge. With demographics and drug markets, "you're not seeing dramatic change in a short period of time," says Michael J. Farrell, the department's deputy commissioner for policy and planning. "The intervention is much more clear."

Skeptics also seek support in crime figures from other cities, which showed declines in the early 90's. In cities with populations of more than one million, the homicide rate peaked in 1991 at a rate of 33 per 100,000 residents. The rate fell after that, to 21 per 100,000 in 1995. Yet a closer look suggests that New York is driving the national trend rather than following it. New York outdistanced the other big cities: its homicide rate was 29 per 100,000 in 1991; by 1995, it had fallen to 16 per 100,000, a decline of 45 percent. (For 1996, the figure was 13 per 100,000.)

Only three cities saw declines that big: in Houston, killings dropped 48 percent; in San Diego, the figure was 46 percent, and in Dallas, it was 45 percent. But the numbers from those cities are no reason to discount New York's. Dallas has a population less than a quarter that of New York. Comparisons break down with differences in magnitude. The fact that New York has been able to achieve its declines on so huge a scale counts for plenty. To the extent comparisons are valid, police departments in the other three cities behaved similarly to New York's during the four-year period, either expanding the number of officers on the streets, engaging in more aggressive patrolling or both. "The word is out," says Alfred Blumstein of Carnegie Mellon University. "The police can make a difference." ■



Criminal-justice professionals looking for answers at a Compstat meeting.

Role call for Bratton

By JOEL SIEGEL

Daily News City Hall Bureau Chief

Former top cop William Bratton plans to end will-he-or-won't-he speculation and announce within days whether he will take on ex-boss Rudy Giuliani in the 1997 mayoral race.

"What I have been doing is told the Daily News in a Friday examining whether something day interview about his flirtation with an election challenge could be put together, and could it meet my personal and professional needs," Bratton said.

"If I am coming in, the

quicker I get in, the better. I'm anticipating in a very short order making that decision... a couple of days I would think," he told WNBC-TV's "News Forum" for a broadcast to be aired today.

For months, top Democrats have sought a "dream" candidate. And for some, a Bratton-Giuliani matchup would be an intriguing battle between two brash former lawmen.

They see Bratton as potentially able to woo blacks and

other traditional Democrats as well as some of the conservative white voters that make up Giuliani's political base.

But since Bratton opened the door to running with a sharp attack on the Republican mayor 10 days ago, no Democratic titans have rallied to his side. Even city Controller Alan Hevesi's decision to forgo the mayoral race brought few public signs of support for the former police commissioner.

"I don't get into the business of wooing candidates. I just figure if you want a job, you get out there and you say you want it, and you ask people 'Please support me,'" said U.S. Rep. Charles Rangel (D-Manhattan).

Bratton told The News he has all but made up his mind, but refused to tip his hand. Although several of his confidants insist a Bratton candidacy is a strong possibility, many prominent Democrats dismiss it as a back-of-the-cocktail-napkin idea.

"I would say it's 60-40 he doesn't do it," said one Democrat who has spoken with Bratton.

Still, in the last few weeks Bratton has spoken to fundraisers, potential donors and some union honchos. Friends also commissioned a poll to help him assess the odds.

One factor in the decision, associates say, is how a mayoral run would affect Bratton's wife, lawyer Cheryl Fiandaca. She passed up a judgeship in Boston to be with Bratton in New York, and enjoys a career as a TV legal commentator and reporter.

Also apparently weighing on Bratton is the process of going hat-in-hand seeking campaign cash — although he says he's got major commitments from unnamed business heavy hitters. Giuliani already has raised more than \$6.2 million for a reelection bid.

"I have a greater appreciation for politicians and what they go through after the last couple of weeks of taking a look at it. It is a somewhat onerous task to move toward presenting yourself to the electorate," Bratton said.

The former police commissioner also is weighing whether to give up his work on the lecture circuit and as a vice president of a security consulting firm: "I'm making... a lot more money than I made in the public sector, which is an issue," he said.

Bratton resigned in April after several clashes with Giuliani, including months of tension over who would get credit for the city's drop in crime.

The former commissioner often outscored his boss in polls, and was seen as more responsible for the crime drop. A recent Quinnipiac College poll suggested Bratton would be Giuliani's toughest Democratic challenger — though the survey found the mayor holding a 9-percentage-point lead in a head-to-head matchup.

Bratton has yet to articulate a rationale for running, and his positions on nonpolice issues are unclear. But he said a Mayor Bratton would use a less combative tone than Giuliani does.

"A lot of people like the message, but a lot of people don't necessarily like the messenger," he said of his ex-boss.

Publicly, the mayor is taking a "make my day" stance toward Bratton. "When you know someone's strengths and weaknesses... you sort of look forward to running against him," Giuliani said.

With Frank Lombardi

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