



# Problem Solving Quarterly

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A newsletter of the Police Executive Research Forum.  
Reporting on innovations in problem-oriented policing.

## Eastpoint Mall Protect: Baltimore County Police Department

Officers in the Baltimore County Police Department's 12th Precinct observed that a business mall area within the city, the Eastpoint/Colgate area had deteriorated and that they were repeatedly responding to calls for service there. The Eastpoint/Colgate area is a relatively small section and is characterized by its concentration of small businesses and a shopping mall. The area in and around the mall was marred by trash, vagrants, graffiti and other signs of deterioration. Crimes in the area spanned a broad range, from vandalism to theft to burglary to assault.

Baltimore County Police Chief Terry Sheridan had sensitized officers to the connection between economic decline and rising crime. The agency was also engaged in a strategic planning process that emphasized the need for economic recovery in addressing crime problems in an area. Lt. Frederick Ash was approached by his then-Captain Suther to focus on this geographic area as part of a more comprehensive strategic plan for the agency. By making this effort a strategic objective area, Lt. Ash was able to focus on crime and disorder in the area and in adjacent communities.

### Scanning

In spring 1999, the Precinct 12 staff collected data on calls for service. The first prong of their effort was to obtain all the available crime statistics for the area. The

second prong involved meeting with the Eastpoint Mall management and the third involved meeting with the leaders of the surrounding community of Colgate.

Meetings focused on the nature and scope of the problems in that area. The calls for service data and the comments were compiled to guide the analysis stage of problem solving.

Local community leaders, business owners, and several members of the police department were invited to attend a meeting. Those at the forums represented a range of community interests and all had a stake in reducing the crime in the area. Based on the comments from the meeting participants, and the increasing number of reported crimes, it was clear that citizens were increasingly fearful of the area.

Business owners who were vandalized were also anxious about what the increase in crime would mean to their livelihood. A meeting with mall management revealed that they were experiencing an increasing vacancy rate as several stores closed due to the decrease in overall business.

As a result of these meetings, the police engaged the stakeholders in developing a survey that would better scan for problems and define them further. Mall managers administered a survey to both day and night shoppers at the mall. Officers also continued to meet with citizens in the area

surrounding the mall to determine what crime displacement effects might be occurring.

### Analysis

The calls for service statistics showed that Eastpoint Mall appeared to be the epicenter of criminal complaints that included trespassing, disorderly conduct, theft, vandalism, assaults, and others that carried over into the surrounding communities. The crime statistics and comments from community members, mall managers and other stakeholders indicated that immediate police attention was necessary to reduce fear in the area of the mall and surrounding community. The leaders of the community were concerned about the rising crime rate in and around the mall. Businesses had begun to experience large declines in sales and many stores in the Eastpoint Mall were forced to close due to a lack of steady business.

Lt. Ash and others determined that a strategy was needed to develop a more focused partnership between Precinct 12 officers, the mall managers and community leaders. The goals of the partnership were to

- reduce crime in the area;
- reduce calls for police service; and

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- reduce fear in the community.

The group reviewed the shoppers' survey and found that the residents from Baltimore City shopped at night. The survey also revealed that the day shoppers were older and felt safer during daylight hours. The night shoppers were concerned with their safety, but had to shop when time permitted.

The survey also revealed that a lack of shopping facilities in Baltimore City resulted in residents shopping at this mall. The survey indicated that shoppers from Baltimore City liked the convenience of shopping at the Eastpoint Mall, though the increase in crime added to their fears of shopping at the mall. The partners were struck by the results. The focus became how to attack the problem in keeping with the goals of the project.

It appeared from the survey that crime and fear were the main concerns of mall visitors; therefore, security became a top priority. Although the mall employs full-time security officers who patrol both on foot and in vehicles, and uses an elaborate security camera system, these measures did not seem to allay the visitors' fears. (It should be noted, however, that the camera system was not visible to the public, so most visitors may have been unaware of its existence.)

## Response

After much discussion and planning, the problem-solving partners decided to construct a police kiosk (sub-station) in the highest traffic area in the mall. The cost of construction was supported solely by the Eastpoint Mall. They also decided that a security camera would be installed in the kiosk and that the cameras would be highly visible to the mall patrons. An additional response involved private mall security guards staffing the kiosk on a full-time basis, with a uniform police officer when available.

The project partners were pleased to see the kiosk opened in November 1999 with

County Executive Dutch Ruppersberger making the dedication. The effort was overwhelmingly received by shoppers and the community with enthusiasm. The visitors were extremely happy to see the police, security officers and cameras. Their comments varied from "this is wonderful" to "I now feel safer."

The next response effort focused on getting more police in the mall and the surrounding community to address crime displacement and disorder. Lt. Ash applied for and received a \$60,000 grant from the U.S. Justice Department's Bureau of Justice Assistance (BJA). This grant allowed officers to be assigned on an overtime basis to attack crime problems in the surrounding Colgate community. The project coordinator and precinct commander met with community leaders and block-watch groups to listen to their concerns, tailor their efforts and report back on the project's progress.

## Assessment

Though this problem-solving project is far from complete, with a long-term project goal that extends to 2004, every indication is that the efforts have been very successful. The reduction in crime for the first year was dramatic: Robberies were down 50 percent, burglaries were down 21 percent, and overall mall crime was down 17 percent.

Additional surveys have been conducted by mall managers of mall patrons and the business owners. The results indicate that shoppers are less fearful than before the Eastpoint project began. Confirmation of this reduction of fear can be validated

by the fact that mall vacancy is declining and more stores are opening up in the mall,

The fears of residents in the surrounding areas have also dropped. Additional meetings have been held with the community, together with officer feedback on citizen contacts, which confirm this fear reduction.

## Conclusion

The improvements to the Eastpoint/Colgate area are indicative of the Baltimore County Police Department's commitment to community policing and problem solving. The department is dedicated to encouraging economic development and quality-of-life improvements that can hold off the precursors to crime, disorder and citizen fear.

The project also resulted in improved relations with the business community, area residents and others who came to this area. Calls for service have been reduced, crime has dropped and fear has been reduced through a strategic plan that relied on true partnerships, innovation and department commitment.

*For more information, Precinct Commander Captain Don Roby and Project Coordinator Lieutenant Frederick Ash Jr., of the Baltimore County Police Department, can be reached at 410.887.7320.*

## Contribute to Problem Solving Quarterly.

**Problem Solving Quarterly**, is PERF's newsletter dedicated to highlighting innovative=problem-oriented policing strategies that utilize the SARA Model to address crime and disorder.

For information on submitting a project for a future issue please contact: David Edelson<sup>1</sup> at [dedelson@policeforum.org](mailto:dedelson@policeforum.org).

# **Community Policing Consortium**

## ***Executive Blueprint Symposiums***

### ***Personnel Administration and Training***

#### **Develop a Workforce for Community Policing**

Hiring and retaining officers who aptly perform the functions of community policing is a challenging and pivotal goal for law enforcement leaders. Efforts to achieve this goal warrant innovative approaches to managing human resources in such areas as recruitment, selection, training, evaluation, and promotion. *The Executive Blueprint Symposium in Personnel Administration and Training* is designed for law enforcement executives who want to develop a workforce with the vision and skills to implement community policing.

In this symposium, law enforcement leaders will be able to

- define the central leadership issues specific to human resources management involved in making the transition to community policing;
- examine ways to address external influences on recruitment and retention, such as labor market trends, demographics, and public image;
- explore innovative practices aimed at attracting and cultivating service-oriented personnel who can engage the community in collaborative problem solving; and
- draft the blueprint steps to implement innovations that executives can take back to their agencies.

#### **Symposium Format**

The symposium is a two-day forum that promotes engaging discussions and peer exchange.

Participants will benefit from the opportunity to share experiences and explore strategies specific to executives,

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An essential tool for any law enforcement leader, the blueprint process allows decision makers to exercise a balanced, comprehensive approach to making changes. Through this process, executives analyze common factors impacting agency operations as they create steps to align all functions with their community-policing mission. These blueprint steps offer a dynamic planning method for leading organizations to institutionalized, agency-wide community policing.

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The Community Policing Consortium offers symposiums covering five areas: *Organization and Management, Personnel Administration and Training, Patrol and Investigations, Internal Investigations and Inspections, Partnerships and Community Outreach*. The *Executive Blueprint Institute* combines these forums into a series. This immersion program offers the most comprehensive leadership development for community policing.

For more information, please contact the Community Policing Consortium at 800-833-3085 or 202-833-3305. You may also find more information about the symposia and the Consortium at



# LAW ENFORCEMENT MEMORIAL

## Candlelight Vigil Honors Fallen Officers

by Craig W. Floyd

After so many dire weather forecasts of thunderstorms, floods and tornadoes, it was comforting to look up on the evening of May 13, 2002, and spot a double rainbow overhead. The timing was perfect. The 14th annual candlelight vigil at the National Law Enforcement Officers Memorial in Washington, D.C. had just begun. The fallen police protectors we were there to honor were obviously still watching over us.

And, they must have been very pleased with what they saw that night. More than 20,000 people had gathered there at Judiciary Square to salute their heroic service and sacrifice. It is estimated that more than 3,000 of those in attendance were surviving family members of officers who have died in the line of duty. The majority of the rest were police officers from across the country and from around the world. One Chicago officer told me that more than 600 officers from his department had made the trip. Dozens wore bobby helmets from the United Kingdom, and others wore the bright red jackets of the Royal Canadian Mounted Police.

The walls of the Memorial were filled with personal mementos left in memory of the nearly 16,000 officers whose names are inscribed there. Spouses left photos of their lost loved one and the children who were left behind. Heart-wrenching notes expressed the love that is unending, even after death. Two shot glasses—one filled, the other empty—suggested a touching toast from a colleague to a fallen friend. Memorial wreaths lined the walls. Laminated newspaper articles told the stories of heroism and tragedy behind the names.

As I stood at the podium looking out at the largest crowd ever assembled on the Memorial grounds, I reminded them of a deputy sheriff named Isaac Smith, who had

been shot and killed in 1792—the first law officer ever to die in the line of duty. "Since that day, nearly 16,000 other officers have made the ultimate sacrifice," I told them. "Tonight, we have come to honor those fallen heroes, their families, and the 740,000 outstanding lawmen and women who are following in their footsteps."

Directing my remarks to the hordes of journalists covering the event, I explained that "all too often, we tend to take our police officers, and the vital work they do, for granted. That was an important reason for establishing this Memorial, and that is why in a few years from now, we will be building a National Law Enforcement Museum right across the street. What all Americans need to understand is this: To a police officer, there is no challenge too difficult, no danger too great. If we need help, they will come."

This point was clearly emphasized when two special guests on the dais—Will Jimeno and John McLaughlin—were recognized. Both serve with the Port Authority of New York and New Jersey Police Department. On September 11, 2001, Officer Jimeno and Sergeant McLoughlin were buried alive and severely injured when the towers collapsed at the World Trade Center. Seventy-one of their police colleagues died that day in New York City. Miraculously, though, Officer Jimeno was pulled out alive at 11 p.m. later that night. The next morning, Sergeant McLoughlin was freed. They were the last living people to be pulled from the World Trade Center. Their inspirational story and heartwarming presence at the candlelight vigil was greeted with several moments of thunderous applause.

Tom Ridge, the Director of the Office of Homeland Security, delivered a stirring keynote address in support of America's police officers. He spoke of law enforcement's important role as the front line in the war against terrorism here at home.

Among the officers he singled out for special praise was Second Lieutenant Charles L Hanger of the Oklahoma Highway Patrol. Trooper Hanger became a legendary figure in the domestic anti-terrorism campaign long before September 11. In 1995, Trooper Hanger made the arrest of Timothy McVeigh, the terrorist responsible for bombing the federal building in Oklahoma City, which killed 168 people. Trooper Hanger was actually in attendance at the candlelight vigil because earlier in the day he was among 13 law enforcement officers honored at the Memorial Fund's annual "Officer of the Month" luncheon.

Following Director Ridge's speech, the Memorial Fund's "Distinguished Service Award" was presented to the former President of the United States, George H. W. Bush. The former president was unable to attend the candlelight vigil, but his acceptance speech was shown on videotape. He noted that "during my presidency, I was very honored to participate in both the groundbreaking and dedication ceremonies of the National Law Enforcement Officers Memorial. It has become one of our nation's most important landmarks—a bold and richly deserved tribute to the brave officers, and their families, who have sacrificed so much for the protection and safety of others."

Several days before the candlelight vigil, on May 8, a group of 380 police officers from several states participated in a grueling bicycle journey from points as far away as Indiana and New York City. This annual trek, which started in 1997, is called the Police Unity Tour and was formed by a Florham Park, New Jersey police sergeant named Pat Montuore. The idea of the trip is to raise money and public awareness for the National Law Enforcement Officers Memorial Fund. I was proud to announce at the candlelight vigil that Pat and his fellow riders were able to raise \$248,000 from this year's

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## Candlelight Vigil *from Page 8*

Police Unity Tour—an incredible display of support!

Just before the thousands of candles were lit in honor of America's fallen officers, Molly Winters, President of the Concerns of Police Survivors (COPS), addressed the crowd. She said, "This Memorial to us is made up of the blood, breath, sweat, hope, and fear of every hero whose name is inscribed on these walls. It is also the love, pride, grief, sadness, joy, pain and tears of all of the survivors who remain." Molly and Director Ridge then lit the candle of remembrance and passed the flame throughout the crowd, creating a powerful tribute to an extraordinary group of American heroes. A laser light show saluting the "thin blue line," the thousands of candle lights and some exceptional songs that followed made for an unforgettable few moments. Singers included Catherine Mortierre, a former Detroit

police officer; Port Authority of New York and New Jersey Police Officer James Wheeler; and country music star Mark Wills.

Toward the end of the ceremony, Port Authority Police Officer Steve Butterbrodt made a solemn march through the crowd, playing the song, "Going Home," on his bagpipes—an annual tradition at the candlelight vigil that was particularly poignant this year since Steve lost 37 of his Port Authority colleagues at the World Trade Center.

The ceremony ended with the reading of all 480 new names that were added to the Memorial this year. Two hundred and thirty of those officers died last year and 250 of those officers were killed earlier in history but were only recently discovered by Memorial researchers. Among the readers was former Congressman Mario Biaggi, a New York City police legend

who led the effort in Congress to establish the National Law Enforcement Officers Memorial. As he and other readers, including New York City Police Commissioner Raymond W. Kelly and Port Authority Police Chief Joseph M. Morris, read the names, cheers rang out from the crowd, a heartfelt expression of thanks to some very deserving men and women.

Craig W. Floyd is chairman of the National Law Enforcement Officers Memorial Fund. Visit [www.nleomf.com](http://www.nleomf.com) for more information about law enforcement officers killed in the line of duty.

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## NEW RELEASE: *RECOGNIZING VALUE IN POLICING*



**Mark Moore with David Thacher, Andrea Dodge and Tobias Moore**

ISBN 1-878734-76-8

**Product #850**

**Price (Member/Nonmember): \$20/\$22**

As police resources are being stretched to their limits, there is renewed pressure to evaluate what our police agencies are doing well, and whether we are using the right measures to determine their effectiveness.

Mark Moore and his colleagues, with support from the Sloan Foundation, provide researchers, policymakers, police professionals and citizens the insight and tools to better assess what they should value in law enforcement services, and how to better measure police performance.

*Recognizing Value in Policing* explores seven valuable goals of policing and demonstrates how traditional measures have been inadequate to assess police effectiveness on so many dimensions. The publication provides very concrete advice to those thinking about strategic reforms for his or her police agency—reforms that will improve how the department's professionals do their jobs and better serve individuals and society. Working with numerous criminal justice practitioners and conducting research in several cities, Moore has created a framework that represents the latest thinking about measuring police performance.

To order a copy of this or other PERF publications, visit **PERE's** online bookstore at [www.policeforum.org](http://www.policeforum.org), or call **1.888.202.4563**.

## Juvenile Interrogations *from Page 2*

tics to produce ways for police to assess the cognitive capacities of **the youth with** which they are dealing. This knowledge will guide interrogation strategies that will minimize the likelihood of false confessions.

### References

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## Mental Health from Page 1

ment practitioners, court officials, corrections officials, advocates, consumers, mental health experts, and clinicians. The report has been released and is currently available at no cost on the project website [www.consensusproject.org](http://www.consensusproject.org). Several PERF members participated in the development of the report. While everyone's contributions were invaluable we would like to thank the following chief executives: Chief Robert Olson, Chief Bernard Melekian, Chief Charles Moose, Sheriff Dan Corsentino, Chief Mary Ann Viverette, Deputy Chief Mark Spurrier, Sheriff John Anderson and other advisory group members.

The report detailed nearly 50 policy statements that can serve as guiding principles or as the underpinning of an initiative to improve the criminal justice system's response to people with mental illness. Twenty-three of these policy guidelines specifically address events along the criminal justice system continuum—from the time a person fails to access adequate mental health treatment, to the first point of contact with law enforcement and the criminal justice system, all the way to the person's release into the community following incarceration. The remainder of the report provides recommendations for several overarching themes: improving collaboration, education and training, and evaluation.

In the full report, each policy statement is followed by a series of recommendations highlighting the steps that should be taken to implement the policy. By no means is it suggested that these recommendations are the only method to enhance response. However, these recommendations have worked for other departments and serve as a good starting point.

## Recommendations for Police

The policy statements and recommendations in the police section address the following: Dispatch Protocols; On-Scene Assessment (recognizing signs or symptoms of mental illness; stabilizing the scene; determining whether a serious crime has been committed; consulting with personnel with mental health expertise;

and determining whether the person might meet the criteria for emergency evaluation); On-Scene Response (promoting referral to mental health services and supports, providing information to victims and families, and facilitating transportation and detention when necessary); Incident Documentation (capturing relevant data in calls for service data and reports); and Police Response Evaluation (consulting with service providers to evaluate referral mechanisms and identifying individuals who come into repeat contact with the police). The recommendations do not propose one specific model of police response; instead the elements of an effective approach are laid out for each jurisdiction to consider when developing its own approach. For example, the recommendations specify that mental health expertise should be available on-scene, but it provides several approaches that can be used to meet the unique needs and resources of a jurisdiction.

## The Importance of Collaboration

An important finding from this project, revealed through discussions with practitioners, steering committee members and the advisory boards, is that the underlying feature of many successful practices is a strong, locally-based collaboration, primarily between the criminal justice system and the mental health system. By forming such partnerships, police officers on the street, booking officers in the stations, jailers, judges, public defenders, prosecutors, probation officers, prison administrators, and parole officers have created service and diversion options that support their public safety functions, and, at the same time, ensure appropriate care of people with mental illness who come into their systems. Along with mental health providers, these partnerships may also include housing agencies, substance abuse treatment providers, businesses, families, and people who themselves have a mental illness.

With this in mind, the Consensus Project Report recommends that jurisdictions begin their work in this area by forming such partnerships, and then letting them guide the development of local programs or practices. Because each jurisdic-

tion is different, the report identified a process involving several important steps to developing collaborations, beginning with gaining a better understanding of the complexities of the mental health system, its values and structure. This is an important step, as discussions with stakeholders in the mental health system will, sooner or later, focus on their capacity to make mental health services available to those who need them most.

## Conclusion

The policy statements, recommendations for implementation, and program examples described in the Consensus Report are important products of this project. The real value of this initiative, however, will be the extent to which policymakers replicate in their jurisdictions the substantive bipartisan, cross-system dialogue that this project fostered, and the extent to which agents of change—whether elected officials, criminal justice or mental health professionals, or community leaders—implement the practical, specific suggestions contained in the report document. To do so will significantly improve the lives of people with mental illness, their loved ones, and the health and safety of communities.

## References

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# EMPLOYMENT LISTINGS

## Logan Township Police Department, Pa. Police Chief

Logan Township, Pa., is seeking an innovative and community-oriented chief to lead their police department. Logan Township is nestled in a valley in the southern Pennsylvania Allegheny Mountains. It is one of the largest townships within Altoona-Blair County, which enjoys a growing economic base, convenient transportation, modern healthcare, superb educational system, a low cost of living and abundant natural resources. An efficient highway network allows quick access to major cities like Pittsburgh and Philadelphia. The area is served by three major hospitals, four outstanding colleges (including the Altoona Campus of Penn. State University), and boasts an excellent public school system. Geographically, the township surrounds the corporate limits of Altoona, Pa.

The township covers an area of 52

square miles and has a population of 12,000. The area offers outstanding opportunities for hunting, fishing and other outdoor recreational activities and is home to a brand new AA baseball stadium. The current chief is retiring after twenty-eight years service. The Chief of Police reports directly to the Township Manager. It is a full-service agency with 15 sworn officers that is well respected by the community, criminal justice professionals and bordering police agencies. The police department provides 24-hour patrol services, conducts criminal investigations, has an emergency response team and is well equipped.

The successful candidate shall have a minimum of a Bachelors degree. Other desirable qualifications can include advanced training at the FBI National Academy, Southern Police Institute, Senior Management Institute for Police, POLEX or other recognized management development courses. He or she should have a minimum of five

years of progressively higher management/leadership experience in a police agency. The successful candidate must possess a broad range of knowledge of modern police practices including patrol operations, investigations, and community policing. The candidate must have an open and accessible style with a demonstrated track record of collaborative problem solving with the community.

Salary is in the \$60,000 range plus other benefits. Logan Township is an EEO employer. Interested candidates should apply by submitting a resume along with a cover letter and five references by August 2, 2002 to:

The Police Executive Research Forum  
1 120 Connecticut Avenue, NW  
Suite 930  
Washington, DC 20036  
Attention: Logan Township Executive Search

## PERF PUBLICATIONS

### *Command Performance: Career Guide for Police Executives*

by William Kirchoff, Charlotte Lansinger and  
James Burack, 1999

Product # 839

ISBN#: 1-878734-68-7

Member Price: \$24.95

Nonmember Price: \$29.95

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*Command Performance: Career Guide for Police Executives* is the culmination of a three-year project to bring you the most comprehensive and practical information on successfully competing for police executive positions and understanding the selection process. If you are interested in establishing or maintaining your position as a progressive leader in policing, you will not want to miss this opportunity. Written by a city manager, employment specialist and police researcher, *the* book provides useful resources, helpful advice and substantive briefings on issues related to career development as a police executive.

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