

NCJRS

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ACQUISITIONS

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THE HISTORY AND PRINCIPLES OF CRIME PREVENTION

The History and Principles of Crime Prevention

THE BIRTH OF THE CONCEPT: THE ENGLISH EXPERIENCE

Although Great Britain served as the world leader in fostering modern-day crime prevention, the concept did not emerge until early in the 19th century. Until that time all police action was taken after a crime had been perpetrated. The principal deterrent force was swift and severe punishment for persons found guilty of a criminal act. Frequently administered in a non-coordinated and oftentimes inhumane manner, such punishment served as reminder to potential violators that they should not stray far from the law. Although everyone was expected to comply with and assist the police in their fight against crime, the severity and frequent inconsistency of punishment offered little to insure the citizen that his cooperation would not also lead him to the gallows. 1/

Oliver Cromwell

As a result of the rampant crime throughout England and Wales and particularly in London and larger towns where the streets were unsafe at any time of day, an effort lead by Oliver Cromwell in 1655 attempted to establish an organized body of professional police. This idea was, however, strongly resisted by the citizenry. Interestingly, history documents that "... the wealthy were more against it than the poor..." 2/ Yet, in 1655 under the guidance of Cromwell, England and Wales were divided into twelve police districts and operations based on militaristic principles were initiated. The strength of the opposition to this concept was so strong, however, that Cromwell who had become known as the "lord protector" had to abandon his idea. Obviously, this attempt at organized professional policing while serving as an introduction to the concept did not prove successful in terms of placing the police in a crime prevention role. In fact, when the system was dismantled, "eye for an eye" practices were reinstated. 3/

1/ Adapted from material prepared by the Home Office Crime Prevention Training Center, Stafford, England, p. 1.

2/ Ibid.

3/ Ibid.

Thomas deVeil

In 1729 Thomas deVeil was appointed to the Commission of Peace for the County of Middlesex in the City of Westminster and is recognized as the first important man in the history of the British police and of crime prevention. While it was commonly felt that the entire judicial system along with those, who, from time to time, functioned as enforcers of the law had a vested interest in crime, deVeil was determined to alter the system. As a result, he developed an organization of "Thief Takers" and "Informers". It was through these two groups that he attempted to prevent the commission of crimes before they occurred and to detect wrongdoers after the fact.^{1/}

While there was obvious merit to deVeil's approach, crime nonetheless increased. This difficulty did not, however, diminish the enthusiasm of the early police. In fact, this situation proved favorable to the "thief takers" in that they were paid by results. That is, if they arrested a person for a crime, they received nothing from the authorities until conviction. Unfortunately due to this fact, those involved in the investigation and apprehension process often chose their victims carefully. That is, "...they left organized criminal gangs alone because of the danger of reprisals...if they were a little short of ready money, they did what might be called "lumbering" by planting evidence on an innocent person."^{2/} Although their techniques became widely known and highly unpopular, their operation continued as the best answer of the day to a difficult problem.

Henry Fielding

Historians give Henry Fielding credit for taking the first positive steps in the formation of a "responsible" police organization. More specifically, Fielding has been heralded as "...the originator of the change of attitude toward policing generally and the prevention of crime in particular."^{3/}

Beginning in the mid-1700's Fielding set two goals:

- to stamp out existing crime; and,
- to prevent outbreaks of crime in the future.

^{1/}Ibid., p. 2.

^{2/}Ibid., p. 3.

^{3/}Ibid.

The preventative focus which Fielding adopted as one of his major goals was considered revolutionary among criminologists of his day. Clearly, it had not been seriously attempted prior to this time.^{1/} Fielding also identified three objectives that he felt were necessary to the achievement of these goals. These were:

- the development of a strong police force;
- the organization of an active group of citizens--a body of citizen householders; and,
- the initiation of action which would serve to remove some of the causes of crime and the conditions in which it flourished.^{2/}

Combined with these objectives which still remain as basic principles for the prevention of crime, Fielding initiated what has been called the "...first crime prevention...campaign by appealing to the public through advertisements in the press..."^{3/} The nature of this campaign is exemplified by one of the advertisements which appeared in a local newspaper.

All persons who shall, in the future, suffer by robberies, burglaries, etc. are desired immediately to bring or send the best description they can of such robberies, etc. with the time and place and circumstances of the event to Henry Fielding, Esquire...^{4/}

Before he saw the total implementation of an organized police system, Fielding died. His half-brother, John Fielding, who had been involved with him as his companion and assistant, however, continued the work. As part of the implementation effort, John Fielding prepared a pamphlet about the police in which he emphasized their preventative role. More specifically, he pointed out that "...it is much better to prevent even one man from being a rogue than apprehending and bringing 40 to justice."^{5/}

^{1/}Ibid.

^{2/}Ibid.

^{3/}Ibid.

^{4/}Ibid.

^{5/}Ibid, p. 5.

Moreover, the two Fieldings gave birth to an idea that gradually germinated and became an integral part of the English criminal justice system. As such, they are credited with the idea of preventative police as an alternative to the extremely severe punishment techniques which had prevailed prior to their time.

Peelian Reform and the Metropolitan Police Act

The appointment of Sir Robert Peel in 1822 heralded a further step in the prevention of crime. In fact, in 1829 based on Peel's efforts to organize support for a more formalized and stronger police force than had existed prior to that time, the English Parliament passed the Metropolitan Police Act.

The fundamental principles upon which this act was based have come to be known as "the Peelian Reform". These included:

- Police must be stable, efficient and organized along military lines;
- Police must be under government control;
- The efficiency of the police should be judged by the absence or presence of crime;
- Distribution of crime information is essential;
- The police should be deployed by time and area;
- Qualities such as the command of temper, a quiet, determined manner and so on are indispensable to policemen;
- Good appearance commands respect;
- Efficiency is premised on securing and training the proper persons;
- Public security demands that every police officer be given a number;
- Police headquarters should be centrally located and easily accessible to the people;

- Policemen should be hired on a probationary basis; and
- Police records are necessary to the correct distribution of police strength.1/

Clearly, many of these fundamental principles are as applicable today as they were in 1829. As such, the Metropolitan Police Act is often cited as the foundation of modern police work. In terms of the concept of crime prevention, however, the field instructions which were issued to the officers employed under this act clearly illustrate that crime prevention is not a new concept in policing. More specifically, the field instruction manual read as follows:

It should be understood, at the outset, that the principal objective to be achieved is the prevention of crime. To this great end, every effort of the police is to be directed to the security of person and property, the preservation of public tranquility, and all of the other objectives of a police establishment, will thus be better affected by prevention than by the detection and punishment of the offender after he has succeeded in committing the crime...2/

Crime Prevention Following World War II

Unfortunately, the focus on crime prevention shifted over time when the police were faced with the need to conscientiously and consistently apprehend the vast numbers of criminals that began to emerge during the first half of the 20th century. That is, while crime prevention remained as a goal, the steps which

1/Travis Froehlich Associates, Student Study Guide: Short Course In Crime Prevention, a report prepared for the Governor's Crime Prevention Program (Austin, Texas: Travis Froehlich Associates, March 1974), pp. 1-4.

2/Adapted from material prepared by the Home Office Crime Prevention Training Centre, Stafford, England, p. 7 and the National Crime Prevention Institute, Establishing A Crime Prevention Bureau, a report prepared under LEAA Grant No. 72-DF-99-0009 (Louisville, National Crime Prevention Institute, undated), p. 2-3.

were taken by the police began to focus more on the after-the-fact nature of crime fighting than in taking steps to reduce opportunities.

In 1950, more than one hundred years after the introduction of a formalized crime prevention concept, British police leaders recognized that a more positive and objective effort at the prevention of crime had to be initiated if the increasing criminal rate was to be countered. As a result, a national crime prevention campaign was conducted. The program was based on a ten-minute film; a collection of display panels illustrating how a burglar could be foiled; and, the distribution of a large number of such panels for use in public places throughout the country. The effort was financed by various insurance companies who worked in cooperation with the police.^{1/}

Unfortunately, due to limited funding and the fact that the actual impact that the program had on reducing crime was unknown, crime prevention was given low priority in the police budget. A few stalwart believers in the concept, however, continued to press for increased activity in crime prevention methods. The officials of police forces in London and other major cities throughout Great Britain, as a result, developed an interest in crime prevention. In June, 1954, a working group on crime prevention methods was organized. The recommendations of this working group were published in 1956 and served as the final keystone in the development of the English crime prevention system. More specifically, based on the working group report, a number of steps to institutionalize crime prevention were taken by the British government. For example, standardized methods were designed to advertise and inform persons about the hazards of crime; techniques were detailed with regard to the approach that police officers should use when advising persons about potential hazards; information was provided with regard to burglar alarm systems; and, effective liaison was developed between the police and insurance community. In addition, in 1963 a formalized crime prevention training program was begun. These police training courses were and continue to be open to all forces in the United Kingdom and have continued to increase in their popularity and demand since their initiation.^{2/}

^{1/}Ibid., p. 8

^{2/}Working Group on Crime Prevention Methods, Report of Working Group on Crime Prevention Methods (London:Her Majesty's Stationery Office, 1956), pp. 1-69 and passim; and, Establishing A Crime Prevention Bureau, p. 3.

Moreover, the English program of crime prevention brings together the efforts of the police with the insurance and security industries. In addition, it equips the police officer to evaluate security programs and products as well as to educate, advise, and inform the individual homeowner, businessman and industrial leader. Finally, it includes a well-coordinated and sophisticated nationwide approach to crime prevention through the mass media. In short, crime prevention has become an integral part of policing in the United Kingdom.

CRIME PREVENTION IN THE UNITED STATES: A NATIONAL CRIME PREVENTION INSTITUTE

Drawing from the British experience, crime prevention was introduced to the United States in the late 1960's. Historically, however, it should be noted that the ultimate organization of the National Crime Prevention Institute at the University of Louisville was a combination of strategic, yet not always related, steps. The first and one of the key elements in the process was the crime prevention research undertaken in 1968 by John C. Klotter, Dean of the University's School of Police Administration. Intrigued by the British approach and success in the field of crime prevention, Klotter began exploring how this concept could be applied within America's criminal justice system. One of the main issues in his research led to how the English prototype could work given the fact that it would require a major change in emphasis from apprehension to prevention. To clearly outline this problem, his activities related to the indepth study of burglary prevention in the United States and the strategy of crime prevention employed in England. As a result of his work, he succeeded in 1969 in fostering a pilot training program at the University of Louisville. The program was undertaken in cooperation with the Kentucky Crime Commission and the Law Enforcement Assistance Administration. The first students were admitted in the Fall of 1971.^{1/}

The Institute will complete its sixth year of operation in June, 1977. NCPI has trained over 3,000 officers representing

^{1/}Koepsell-Girard and Associates, A Draft Report: A Recommended Five-Year Plan for the National Crime Prevention Effort, a report prepared for the National Crime Prevention Institute (Falls Church, Virginia: Koepsell-Girard and Associates, May 1974), pp. 4-10 and passim.

over 600 police departments from all 50 states have completed one of the Institute's crime prevention training courses. This training has been undertaken based on the overall goal of the Institute which calls for the provision of indepth training for police departments combined with on-site technical assistance which will serve to assist in implementing comprehensive community-wide programs. Notably, over 80 percent of the departments which have participated in the Institute's program have implemented crime prevention activities.1/

Clearly, the concept of crime prevention is receiving ever-increasing acceptance in the United States. More will be detailed with regard to the current status of the crime prevention concept later in this discussion.

CRIMINOLOGY AND THE ROLE OF THE POLICE: A BASIS FOR CONTEMPORARY CRIME PREVENTION

The police service of the United States is a picture of contrast. Some of the world's finest police forces are represented in this country as well as some of the most progressive police executives. At the same time, many police agencies have made no significant improvements in police procedures, standards of training, or management or field operations. In fact, many seem to cling to tradition and oppose any change even in the face of increasingly complex problems posed by our rapidly changing society.

Frequently, the various difficulties encountered by police agencies are attributed to the lack, and difficulty of developing, a proper perspective regarding the police mission. For example, one can point to a particular statute and say "that represents a mission. Enforce it."2/ However, today's police require more than an interpretation of a statute. They need a firm understanding of the goals of the police department which must be compatible with public goals.

1/Application for Federal Assistance, National Crime Prevention Institute, March 19, 1974, pp. 8a-8d.

2/George D. Eastman (ed.), Municipal Police Administration (Washington: International City Management Association, 1971), p. 2.

Further compounding the problem is the diversity of community service responsibilities which the police must handle in both large urban and small rural communities. As a result of these perplexing problems, one notable source of police theory maintains that the police mission is the maintenance of social order within carefully prescribed ethical and constitutional restrictions. As defined, the police mission involves:^{1/}

- The Prevention of Criminality. This activity views the police role in constructive terms and concerns involving the police in sectors of the community where criminal tendencies are bred and motivated and includes seeking to reduce the causes of crime;
- The Repression of Crime. This focuses on adequate patrol plus a continuous role toward eliminating or reducing hazards as the principal means of reducing the opportunities for criminal actions.
- Apprehension of Offenders. This activity views quick apprehension as a means to discourage the would-be offender and, at the same time, enables society to punish wrong-doers.
- Recovery of Property. Efforts to reduce the monetary costs of crime as well as to restrain those who might benefit from the gains of a criminal act.
- Regulation of Non-Criminal Conduct. This involves numerous activities not always directly concerned with criminal behavior, such as the enforcement of traffic and sanitary code provisions.
- Performance of Miscellaneous Services. This involves the performance of a variety of activities related to police duties including the operation of detention facilities, search and rescue operations, licensing, etc.

^{1/} Ibid., p. 3

While these six general responsibilities may be accepted as the police mission, there is often sharp disagreement on the appropriateness of specific methods and operations used to fulfill them. Various groups sometimes defend different points of view on values and seemingly or actually work against one another, both within police departments and among citizen groups. The resulting conflicts may cause the police to fall short of reaching the common objective of superior law enforcement and the protection for the general community.^{1/}

Moreover, the direction police work takes in individual communities, both in defining and carrying out the police mission, is frequently influenced by tradition, the attitudes of police executives, and various political and other citizen-oriented pressures. With regard to the traditionalism of police administrators, it is important to review the underlying theoretical approaches to criminology. This point is even more critical when one realizes that the concept of crime prevention as it has been employed in England and as it is now being adopted in the United States is a departure from the traditional concepts that have been offered in schools of police administration prior to this time. Thus, an abbreviated discussion of criminology is presented below, if not to introduce, to refresh your memories as to the concept upon which many police administrators base their decisions.

Criminology is a young discipline dating back to approximately the start of the 18th century. Although the idea of criminal law dates back to the "eye for an eye" and "tooth for a tooth" notions of Hammurabi, which began prior to 2,000 B.C., the scientific study of what actually causes people to commit crime, the social conditions which affect criminal activity, and the methods that can be employed to control crime are of more recent origin. Since the early studies of criminology in the 1700's, a number of "schools" have developed. Among them are the classical and positive schools and the environmental school of criminology.^{2/}

The Classical School of Criminology

As a result of the harsh, cruel and frequently arbitrary nature of criminal law common in 17th and 18th Century England,

^{1/}Ibid., p. 4

^{2/}Wilbur Rykert, "Review of Crime Prevention Literature"

(Louisville: National Crime Prevention Institute, undated), p. 1.

a movement to eliminate the death penalty and reduce the uncertainty of what would actually happen to an offender emerged in the 18th Century. This movement which came to be known as the "Classical School of Criminology" placed deterrence foremost in its scheme to prevent crime. Accordingly, punishment was to be used to discourage criminals and to prevent crime. One of the leading theorists in this school maintained that "...it is better to prevent crimes than to punish criminals", and he advocated "rewarding virtue as a way of deterring criminal acts..."^{1/}

Supporters of this philosophy maintained that crimes should be defined in legal terms:

- to limit the admission of evidence without cross-examination;
- to eliminate secret acquisitions and torture; and,
- to control the severity of punishment which had traditionally been imposed on criminals.

This concept also maintained that if a law was passed prohibiting a particular act, and if the punishment was assigned, then men of free will could select their behavior on the basis of the pain and pleasure principle. That is, it was argued that an individual decides whether or not to commit a criminal act based on his willingness to accept the established punishment. Thus, while the classical school of criminology dealt with prevention, it was based "...strictly on the idea of punishment and the idea that the fear of punishment alone would act as the deterrent."^{2/}

The Positive School of Criminology

In the early 19th Century a new movement among law enforcement theorists emerged. This came to be known as the "Positive School of Criminology" and, unlike the classical theorists, the positivists emphasized protection of the state, or society, rather than protection of the individual. As such,

^{1/}C. Ray Jeffery, Crime Prevention Through Environmental Design, Beverly Hills: Sage Publications, 1971), p. 24.

^{2/}Rykert, p. 2.

the purposes of law were said to be two-fold. First, to protect society, and second, to reform the criminal. Based on these premises, the positivists did not believe in definite sentences or strict legal definitions of crimes; rather, they advocated indefinite criminal codes which allowed for a maximum of individual discretion and the exercise of justice which was based on the particular circumstances of the case. Thus, the "... positivists wished to focus on the offender, not on the offense . Dangerous persons were to be treated for their social pathology... (which suggested that) criminology was a part of biology, psychology, psychiatry, and sociology."1/

In short, positivists have little faith in law as a means of social control, nor as a means of protecting the rights of individuals. Rather, they are concerned with the personality of the offender and the procedure needed to treat those who become involved in criminal activities. The events which occur after the offense is committed are thus the major focus of those who advocate this school of criminology.

The Environmental School of Criminology

This contemporary school of criminology draws from a variety of fields and disciplines. In general, it deals with crime before it occurs by using various direct controls. One of the foremost theorists in this school has pointed out that earlier theories of criminology are defective in their basic assumptions. In fact, he argues that:2/

- Crime cannot be controlled through measures designed for the individual offender;
- Prevention and not rehabilitation should be the major concern of criminologists;
- No proven methods exist nor do we know how to rehabilitate offenders;
- Punishment has been shown to be a strong force in controlling human behavior;
- The causes of crime are found in the individual's environment;

1/Jeffery, p. 25.

2/Ibid., p. 19.

- Crime can be controlled only through the monitoring and alteration of these environments;
- Crime control should be based on measures that influence criminal behavior; and,
- Crime control programs must focus on crime before it occurs, rather than afterwards.

In summary, in the United States it is generally conceded that police operate within the traditional model of crime control; i.e. the individual offender is sought after a crime has been committed. Police efficiency is restrained by legal safeguards and due process considerations which have developed through the years. Further, police are required to become involved in various duties which dilute the responsibility of a law enforcement officer by turning him into a process server, traffic controller, a family crisis intervener, etc. In every case, however, the nature of the action taken seems to be response-oriented. The concept of prevention, while an integral part of the policing responsibility, is diluted in that the prevention activities begin after crimes have occurred. Thus, prevention and environmental conditions are left untouched by the traditional school of police administration. The environmentalists thus argue that the new model of policing should be based on the concept of attacking crime before it occurs through environmental engineering which deals with the rehabilitation, reinforcement and upgrading of buildings, homes, apartments, parks, streets, as well as the orientation of potential victims to the possibility of criminal acts being taken against them. Much of what is advocated in this new school of criminology will be discussed in the second lecture in this program.

Suffice it to say at this point that the concept that action should be taken before a crime occurs combined with the theory that the policing problem should be viewed more comprehensively not only from the standpoint of the individual but the environment in which he functions is the basis of this contemporary school of criminological thought.

CRIME PREVENTION: A CONTEMPORARY DEFINITION

The definition of crime prevention which was originally formulated by the English and subsequently adopted by the National Crime Prevention Institute considers crime prevention as an integral part of security. Thus, the brand of crime prevention which is being adopted in the United States is based on a philosophy of self-defense for individuals and organizations and emphasizes actions which are taken by the police before a crime is committed. Based on this philosophy, therefore, the definition for crime prevention is:^{1/}

The anticipation, the recognition and the appraisal of a crime risk and the initiation of action to remove or reduce it.

Although this definition seems to be straightforward and reasonably simple, the review of the various theories of criminology presented above along with past practices created some difficulty in the understanding and acceptance of this approach. That is, crime prevention has come to mean so many things to so many people that it is generally viewed as something that happens to an individual or community "...after the criminal act takes place." The nature of crime prevention so defined is depicted in the following chart.

As the chart indicates, traditional law enforcement in the United States has focused on the investigation and apprehension phases of crime control. It has viewed prevention as a secondary element in the process. Contemporary law enforcement, as discussed, places prevention in the prime position. Investigation and apprehension, therefore, are seen as subsequent steps in the sequence of police activity. It is important to point out that this description is not presented to imply that many traditional police functions do not prevent specific behavior or that the contemporary measures do not seek to investigate or apprehend criminals after acts have been completed. Rather, this definition and new approach simply seeks to change the time and point at which the police become involved in the process.^{2/}

^{1/}Home Office Crime Prevention Program, p. 20.

^{2/}Academic Guidelines for Security and Loss Prevention Programs In Community and Junior Colleges, a report prepared for the American Society of Industrial Security and the American Association of Junior Colleges (Washington, D.C.: ASIS Foundation, Inc. 1972), p. 3.

The New Focus of Law Enforcement Crime Prevention:
 A Functional Comparison a/

Traditional Law Enforcement

XXXXXXXXXXXXXXXXXXXX		////////////////////////////////////	
Prevention (Before the Fact)	Criminal Act or Violations Committed	Investigations	Apprehensions

Contemporary Law Enforcement
 Based on Crime Prevention

////////////////////////////////////		XXXXXXXXXX	XXXXXXXXXX
Prevention (Before the Fact)	Criminal Act or Violations Committed	Investigations	Apprehensions

//////// Major Area of Emphasis
 XXXXXXXX Minor or Secondary Emphasis

a/Adapted by Koepsell-Girard and Associates from Academic Guidelines for Security and Loss Prevention Programs in Community and Junior Colleges, a report prepared for the American Society of Industrial Security and the American Association of Junior Colleges (Washington, D.C.: A.S.I.S. Foundation, Inc., 1972), p. 3.

In describing and further explaining this definition it is helpful to recognize that it has been maintained for some time that crime results from the coexistence of the desire to commit a misdeed and the feeling or belief that the opportunity is available.^{1/} While sociologists, human relationists, psychologists and the various other forces in society, including the police, may someday reduce the desire to commit crime, "... a more formidable area to attack is criminal opportunity."^{2/} Crime risks as stated in the definition of crime prevention may be seen as a criminal opportunity, i.e. dark streets, unprotected buildings, inadequate locks and safes; poorly planned municipal facilities; and, so on. The role of the police thus becomes to anticipate that crime will occur when risks are high, to recognize when a high-crime risk exists, to apprise the seriousness of the particular risk, and finally, to initiate action to remove or reduce the risk.^{3/}

Reduction of Criminal Opportunity: A Theory for the Implementation of Community Crime Prevention Programs

Criminologists have debated for years as to the reasons why criminal acts are committed as well as the factors that stimulate and cause persons to take such actions. Interestingly, the focus of these debates have varied from looking at the actual criminal event, to the person who committed the crime and finally, to the entire environment in which crimes occur. Although the nature of crime prevention as defined by the Texas Crime Prevention Institute will focus on no one criminological theory, the basis behind a number of these schools of thought aid in the understanding and development of the new thrust in crime prevention. Therefore, certain elements of the classical school such as the retention of criminal law and the utilization of punishment as a deterrent are combined with the positivists focus of considering the individual violator, and finally the environmentalists focus on looking at the whole question of criminal opportunities via science and technology.

Drawing from the various approaches to criminology, it will be recalled that certain of the early theorists felt that criminals were born. Thus, throughout the history of criminology numerous attempts have been made to pinpoint those characteristics which can be inherited and which could serve to identify persons as

1/O.W. Wilson, Police Administration (New York: McGraw-Hill Book Company, 1963), pp. 2-7.

2/Establishing a Crime Prevention Bureau, p. 6.

3/Ibid.

potential criminals. Interestingly, as the body of knowledge involving learning theory was expanded over the years, numerous scholars argued that criminal desire was a learned process. Coincidental with this approach was the argument that the reinforcement of criminal beliefs "...comes through the accomplishment of a criminal act."1/ More specifically, it has been argued that:

A criminal act is a success if the perpetrator is not detected; but it is also successful if it contributes to the reinforcement of criminal beliefs, if even after detection, the criminal has had ample time to consume the fruits of his illegal enterprise. If he is able by other means to escape final punishment under the law, or if the punishment itself can be viewed by the perpetrator as being less a personal loss than the gains he received by the criminal act itself, it can also be defined as successful.2/

Moreover, by taking a combination of steps which are, in fact, based on the various schools of criminological thought, the potential for reducing criminal opportunity within a particular environment can be increased. As such, an individual's opportunity to learn about crime is lessened and, at the same time, the chances that such an individual would receive positive reinforcement concerning any legal actions which he may take are also heightened. "Indeed, the individual's failure to achieve criminal success will provide negative reinforcement to criminal belief and positive reinforcement to the belief that crime is not the path of least resistance. Therefore, legitimate paths to success become more inviting to the individual."3/

Techniques to Reduce Criminal Opportunity

Understandably, there are a variety of steps or techniques that could be taken at any particular point in time in the community decision making process that might impact the criminal. Three areas of action, however, are recommended as a key to the overall process. These concern improvement to personal and property security; increased levels of surveillance on the part of the general public; and, the development of new police agency approaches to crime prevention.

1/Ibid., p. 12.

2/Ibid.

3/Ibid., p. 13.

Criminal Opportunity Can Be Reduced By Improved Security Measures. As noted earlier, crime prevention has an element of security; it is an approach to "self-defense" for use by individuals and organizations. Therefore, by taking particular steps an individual may secure his environment in such a manner that the potential attacker will feel that it is "...so formidable that he does not believe his abilities will enable him to reach the single forbidden fruit."^{1/} As recommended by the National Crime Prevention Institute, security measures refer not only to the "...installation and operation of more sophisticated locking devices, but more conscientious utilization of devices that are currently installed."^{2/} For example, many sources have argued that a large volume of burglaries could be avoided if residents or businessmen utilized the locks and latches already installed. In short, in all too many instances a perpetrator takes advantage of unlocked doors and windows as a means to enter and burglarize premises. If the owner would have simply locked his doors and windows such an event might have been avoided.

Criminal Opportunity Can Be Lessened By Increasing The Level Of Surveillance On The Part Of The General Public. Another key element in the crime prevention formula is the general public. Although it is difficult to make some people believe, crime is truly a community problem and must be viewed as such by all people if significant reduction in crime is to be accomplished. It is important to note, however, that the nature of citizen involvement necessary to markedly impact crime goes beyond the "support your local policeman" theory. Rather, it calls for law enforcement officers to work with educational institutions, all segments of the criminal justice system, and with individuals in their homes and neighborhoods. Collective security cannot be achieved unless each individual is convinced that he must protect himself from crime and also be concerned with the protection of his neighborhood.^{3/}

In short, if a potential criminal feels that he may be seen, reported and apprehended because steps have been taken by citizens or businessmen within a community, he may clearly be influenced not to commit a crime in a particular location.

^{1/}Ibid.

^{2/}Ibid.

^{3/}Ibid., p. 16.

The Police Are In A Pivotal Position To Coordinate Crime Prevention Efforts And Diminish Criminal Opportunity. The theory of reducing criminal opportunity requires that the role of the police be one of preventing crime, not just detecting and apprehending an offender after a criminal act has been committed. Truly, it is important to maintain good programs of detection and apprehension within every policing agency because prevention should not be relied on to deal with the array of criminal events that occur in the overall law enforcement process. The important thing is that the individual police officer "must view his role as that of assisting the citizens to prevent crime and not one that placed the sole responsibility for crime prevention and control on the local police."1/

The discussion which follows in the notebook and throughout this training program deals with a number of the techniques and methods which police officers may employ in fulfilling this new role. For example, reference is made to the need for a police officer to become involved in the community planning process so that he will be informed and will be capable of recommending crime prevention approaches to secure new sections of his community prior to construction. Further, discussions are presented concerning the types and use of prevention hardware which may assist in the crime prevention process. In short, the theory of opportunity reduction calls for the policeman to take the leadership role in coordinating crime prevention efforts within his community.

A NATIONAL STRATEGY: COMMUNITY-BASED CRIME PREVENTION

Today's mobile criminal, be he an experienced recidivist, or a first-time teenage prankster, has access to a sophisticated system of transportation including subways, buses, automobiles, and various other motorized vehicles which allow him to explore opportunities for crime outside his particular neighborhood. Because of this fact, it has been noted that crime prevention applied to small geographical areas" ...can result in the displacement of criminal activity to the adjacent areas...the more skilled and mobile criminal will obviously displace his activities further away from his home base as crime prevention steps are taken for he will have the skill to relocate and create a new base of operation. Therefore, it is necessary to develop a national strategy for reducing criminal opportunity."2/

1/Ibid.

2/Ibid., p. 14.

In late 1971 the Law Enforcement Assistance Administration appointed the National Advisory Commission on Criminal Justice Standards and Goals. Membership on the commission was drawn from state and local governments, industry and citizens groups. Commissioners were chosen, in part, for their working experience in a criminal justice area. Police chiefs, judges, corrections leaders, and prosecutors were represented. The major focus on the Commission was to formulate, for the first time, national criminal justice standards and goals for crime reduction and prevention at the state and local levels. As a result of the Commission's work the theory of opportunity reduction and crime prevention on a national scale was significantly expanded. Key examples of the recommendations outlined by the Commission which bear directly on the crime prevention training activities that are addressed during this program are presented below.

With regard to the Commission's findings on refocusing police operations, it was pointed out that "every police agency should immediately establish programs that encourage members of the public to take an active role in preventing crime, that provide information leading to the arrest and conviction of criminal offenders, that result in the identification and recovery of stolen property, and that increase liaison with private industry in security efforts.^{1/} Specific steps recommended by the Commission with regard to these activities and that might be undertaken and coordinated by the police include:

- The initiation of activity to establish volunteer neighborhood and security programs that involve the public in neighborhood crime prevention and reduction.
- The establishment of programs that involve trade, business or industry and community participation in preventing and reducing commercial crimes should be undertaken by the police;
- The establishment of active local ordinances that outline minimum security standards for all new construction and for existing commercial structures;

^{1/}National Advisory Commission on Criminal Justice Standards and Goals, Report on Police, Standard 3.2 Crime Prevention (Washington: U. S. Government Printing Office, 1973), p. 65-69.

- The conduct of security inspections, on a request basis, of businesses and residences, including the recommendation of measures to avoid being victimized by crime; and,
- The establishment among police agencies with more than 75 percent of a specialized unit to provide support services and jurisdiction-wide coordination of the agency's crime prevention program.

The Advisory Commission also treated the need for the police to become involved in the community planning process as part of the fight against crime. It was specifically suggested that police agencies participate with local planning organizations, public and private, in community physical planning that affects the rate, nature or fear of crime. In particular, the Commission pointed out that all levels of government seek police participation in community physical planning.^{1/} The Commission went on to say that:

the areas where it is critical for police to be involved in the planning process include industrial area development, business and commercial development; residential area development, both low-rise and high-rise; governmental or health facility complex development; open space development, both park and other recreation; redevelopment projects such as urban renewal; and, building requirements, both residential and commercial.^{2/}

Moreover, the trend which began in England on a national scale in the post-World War II years and which was brought to the United States in organized fashion by the National Crime Prevention Institute in the early 1970's, is now becoming an accepted permanent part of the American law enforcement process. The State of Texas, among others, has shown foresight in organizing the Southwest Texas State University's Crime Prevention Institute. This foresight should lead to the reduction of criminal opportunities throughout the State of Texas.

^{1/}Ibid., Standard 5.5 Police-Community Physical Planning, pp. 129-131.

^{2/}Ibid.

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A STATEWIDE APPROACH TO CRIME
PREVENTION - WASHINGTON CRIME WATCH

A STATEWIDE APPROACH TO CRIME PREVENTION
--WASHINGTON CRIME WATCH--

During Attorney General Slade Gorton's first term in office, he became interested in a relatively new approach to dealing with crimes against persons and property. This new discipline was known as "crime prevention" to distinguish it from the traditional reactive types of crime control. Subsequently, Attorney General Gorton directed his staff to review the crime prevention programs active in this state and nationally. It became apparent that the programming within the state of Washington, while certainly well intended, and in many cases very effective, was duplicative and fragmented. Mistakes were being repeated and successes were not being shared. There was a real need for statewide training and media campaigns, and an easily recognizable logo.

During this same period, the Law Enforcement Assistance Administration was actively encouraging crime prevention activity through the funding of the National Crime Prevention Institute and the University of Louisville. Slowly, NCPI graduates were changing law enforcement attitudes toward crime prevention, taking it out of the category of public relations gimmickry and providing a solid core of professionally trained personnel with the expertise to implement programming at the community level.

Because of the need for statewide coordination and the growing interest of law enforcement, Washington Crime Watch was launched with the aid of a grant from the Law Enforcement Assistance Administration (LEAA). Crime Watch is attached to the Law Enforcement Assistance Section (LEAS) of the Attorney General's Office.

After reviewing various programs from throughout the United States, the staff of Crime Watch decided that the Minnesota Crime Watch program was by far the best statewide program available and was wholly adoptable by this state, providing desirable support for local efforts in terms of training and professionally produced media campaigns and materials. The adaptation of these existing materials in 1976, provided a substantial savings and the introduction of a common state logo was expected to produce a sorely needed unifying effect on crime prevention activity throughout the state.

Integral to the success of such a statewide program has been the active involvement and support of law enforcement. To this end, the staff has been deeply involved in familiarizing this group with all phases of Washington Crime Watch. The success of this effort is demonstrated by the fact that the Crime Watch project has received the formal endorsement of the Washington Association of Sheriffs and Police Chiefs, the Washington State Criminal Justice Training Commission, the Washington State Council of Police Officers, the Washington State Law Enforcement Association, and the Washington Crime Prevention Association.

In 1978, a review of crime prevention activity in Washington indicated that the Crime Watch "eye" logo has been almost universally accepted in Washington and is today the dominant symbol of crime prevention. Every program reviewed with an Operation I.D. project is now using the Crime Watch warning stickers. Posters and brochures with the logo are also used by nearly every program. The free availability of quality materials has not only upgraded the information distributed but also enabled departments without resources to initiate programs. There is also, as a result of Crime Watch training, a large group of highly capable crime prevention officers active in various departments and programs throughout the state. It is clear that the Attorney General's goals of statewide training, effective media campaigns, and the introduction of an easily recognizable logo have been met. Crime Watch is now not only an integral part of crime prevention activity in the state but also recognized as a leader in crime prevention nationwide.

Law Enforcement Training

A continuing emphasis of Crime Watch is the training of crime prevention officers. Prior to the initiation of this program, only about a dozen officers from this state had received formal training in the science of crime prevention through attendance at courses offered by the National Crime Preventio Institute. By virtue of a growing interest in this field throughout the state and through the personalized dissemination and processing of applications for such training, the number of NCPI graduates increased to 60 by 1976. In December of that year, in cooperation with the Washington State Criminal Justice Training Commission and with funding by the Law Enforcement Assistance Administration, the staff of the National Crime Prevention Institute presented an 80-hour basic crime prevention school in Seattle. The graduates of that school brought the number of formally trained officers in this state to over 120. With this quantity of

trained personnel available, Crime Watch gained the capability to conduct in-state crime prevention training utilizing local cadre.

Presently, two training sessions are offered each year: A 40-hour basic crime prevention course designed for representatives of small departments, and an 80-hour basic crime prevention course designed for larger departments. Both courses are sponsored by the Pacific Northwest Crime Prevention Institute, which is a collaboration of Washington Crime Watch and the Washington State Criminal Justice Training Commission. The title, Pacific Northwest Crime Prevention Institute, is a recognition of the regional nature of the crime prevention training. Both the 40 and 80-hour basic courses have attracted law enforcement officers from Washington, Oregon, Idaho, Alaska, and British Columbia. Even specialized police forces, such as the Federal Protective Service and the Air Force Police have participated.

To facilitate the adoption of crime prevention strategies by law enforcement, the staff of Crime Watch has introduced into the 440-hour basic law enforcement academy, represented by the Training Commission, a four-hour block on crime prevention. This is one more step toward the adoption of crime prevention goals by all law enforcement officers.

Following the 80-hour course presented by NCPI in 1976, it was determined that substantial carry-over funding was available. It was decided that such funding would best be utilized to encourage and support the crime prevention activity carried out by local crime prevention practitioners. This support was effected through the presentation of nine regional seminars for public officials in the state of Washington. These seminars were eight hours in length and were designed to garner the psychological, fiscal and legislative support of local and state government officials for crime prevention activities. Similar presentations were made in Oregon, Idaho, and Alaska, while at the same time encouraging those states to adopt the Crime Watch program.

In a further effort to aid local crime prevention officers, Washington Crime Watch presents workshops and two-day advanced schools designed to keep officers abreast of successful programs, the latest statistics, and current information and technology. The two-day advanced schools often deal with more than one subject and in much greater depth than is possible in a one-day workshop. The Washington Crime Prevention Association, a closely allied organization devoted to interaction between crime prevention officers, meets in concert with the workshops and advance schools.

One example of specific training as one component of a Crime Watch campaign was the one-day class held for crime prevention officers covering all aspects of shoplifting and its prevention. This training, in early 1978, was intended to maximize the use of Crime Watch shoplifting materials and to guarantee that crime prevention personnel were equipped with the best, most current information on the state civil penalty statute.

Public Programming

Historically, the use of media in crime prevention efforts has been fraught with difficulty. This has been particularly true of television because the viewing area of a major station usually encompasses numerous jurisdictions. For this reason, stations are reluctant to air public service announcements directing the viewer to call a specific local law enforcement agency--the message would not be relevant to a large percentage of the viewing audience. Additionally, the cost of producing a professional video spot is so high as to make it practically impossible for individual agencies to utilize this important tool. The Crime Watch television spots overcame these problems. Each spot directs the viewer to call the local law enforcement agency for additional information without specifying that agency's identity. The first television spots, adopted from Minnesota's Crime Watch program, required only a change of identifiers to make them useful in Washington. Thus, excellent quality television spots supporting local crime prevention efforts were acquired at about one-tenth the original cost.

Media campaigns, including radio and television, have addressed the subject of Operation Identification/ Residential Security, Personal Safety, Automobile, Bicycle, and Recreational Vehicle Security, and most recently, shoplifting. The shoplifting spots are an original creation of Washington Crime Watch. This is due in part to the fact that suitable materials were not available from other programs. The shoplifting advertising is of a quality consistent with the other Crime Watch materials. In all cases, the spots are distributed to all commercial radio and television stations in the state and aired as a public service at no cost to Crime Watch. The timing of each campaign is announced in advance through mailing to every law enforcement agency in the state, giving them an opportunity to coordinate local efforts with the introduction.

Informational brochures, supportive of the media campaigns, are distributed to all law enforcement agencies in the state without charge. Re-orders are available also without charge (see attached catalog of Crime Watch offerings). In a further effort to assist local crime prevention officers, Crime Watch periodically prepares radio scripts on various crime prevention subjects. Each script is individualized and designed to be used by crime prevention officers in conjunction with their local programming. Also, columns are periodically distributed to newspapers for use as they deem appropriate. Anti-shoplifting advertising for newspapers has been very effectively distributed by local retailers who were directly contacted by Crime Watch.

In August of 1976, Washington Crime Watch began publication of the newsletter which is distributed to a growing mailing list of over 1,000 including every law enforcement agency in the state, the crime prevention officers, law and justice planners, public officials, and the various interested community groups. This newsletter is published four times each year in cooperation with the Washington Crime Prevention Association which contributes articles and utilizes space for timely announcements.

Crime Watch also gains public attention and participation in crime prevention by making posters on Operation Identification, shoplifting and general crime prevention available to crime prevention programs. Highly visible are the Crime Watch and anti-shoplifting billboards which are a public service of the advertising agencies.

Another function which the Crime Watch staff serves is the identification and evaluation of available audio-visual aids in the field of crime prevention. Working closely with the Washington State Criminal Justice Training Commission and the Washington State Library, every effort is made to review any film or slide presentation which might be useful in crime prevention. The best materials are purchased and then made available through the state library system. That organization attempts to keep pace with demands by maintaining multiple copies of the most popular films (see film list in the chapter entitled "Developing Crime Prevention Resources").

The review of film and slide shows revealed that certain subjects were not adequately covered by existing materials. Crime Watch is filling these gaps by producing professional slide shows with sound tracks recorded by well-known media personalities. The slide presentations

on residential security, marine security, crime prevention for senior citizens and rural crime are quite popular and are being distributed nationwide by Harper and Row (see listing at the end of this chapter).

Volunteer Programming

Since the inception of Washington Crime Watch, it has been intended that local programming be supported not only through training and media, but also through the coordination of citizen groups who may effectively assist such programming. To this end, a consistent effort has been made to meet with members of the Kiwanis clubs, Exchange clubs, senior organizations, State Grange, etc. in order that they may be aware of the emphasis of crime prevention programming in the state of Washington, and thus, be better able to coordinate with their local law enforcement agencies. Close contact has been maintained with the American Association of Retired Persons/National Retired Teachers Association. They have been extremely helpful in maintaining close liaisons with senior organizations and developing the senior emphasis portions of the Crime Watch program.

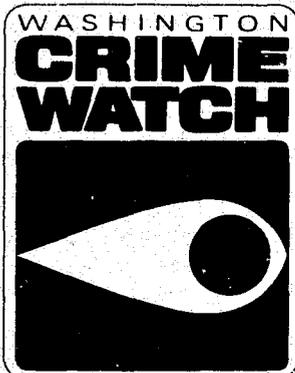
The utilization of senior volunteers at the local level and the expansion of crime prevention programming was a concept that emerged while considering the problem of under-staffing experienced by law enforcement agencies throughout the state. Given the ever increasing budgetary constraints and the attendant staffing problems, law enforcement administrators were having some difficulty implementing crime prevention programming. It was felt that the use of volunteers was the logical way to augment a department's capabilities without the necessity of additional personnel or a substantial budget commitment. Senior volunteers were emphasized for several reasons: (1) They were generally free to commit the time necessary, approximately eight hours per week, to be of real assistance; (2) They are an extremely capable group which includes many retired professionals who have a significant contribution to make; (3) This group as a whole is generally philosophically supportive of law enforcement; and (4) Seniors are believable and readily accepted by their communities--their presence is not intimidating as an officer in uniform can sometimes be, and they are not usually perceived as threatening by cautious residents.

Once this concept of using senior volunteers was developed, the curriculum for a three-day training program was drafted in cooperation with members of the Washington Crime Prevention Association and representatives of senior

organizations. The training was co-sponsored by AARP/NRTA and the State Office on Aging. These organizations also provided instructional assistance. In order to fully inform and involve law enforcement in this program, the Crime Watch staff made presentations in virtually every county in the state of Washington. During these presentations to law enforcement representatives and law and justice planners, the program was outlined with a particular emphasis placed on the importance of each agency personally selecting volunteers to be trained. Once the training was completed, Washington Crime Watch stepped into the background and left the direction of volunteers in the hands of the individual agency. This program was not intended to train every volunteer working with the crime prevention program, but rather, it was designed to train lead volunteers in order that they could assist the crime prevention officer in recruiting, training, and directing additional volunteers.

The first training sessions for senior volunteers were held in October of 1976: One in western Washington, and one in eastern Washington. Each session was three days in length and included blocks of instruction on working with law enforcement, neighborhood watch, residential security, premise surveys, operation identification, personal security, and financial security. In the spring of 1977, a two-day call-back seminar was held for all attendees of fall training. During the seminar, the effectiveness of the training was evaluated and changes were made in the curriculum to improve its effectiveness. It was apparent that most trainees were being utilized effectively and, in some cases, had assisted in the selection and training of many additional volunteers. In fact, a senior volunteer from a small jurisdiction in eastern Washington had in a six-month period, utilizing additional local volunteers, involved every resident in his community in Operation Identification resulting in a substantial decrease in the burglary rate. Other volunteers have been utilized carrying neighborhood watch, Operation Identification, and premise surveys to citizens on a door-to-door level--an extremely effective, albeit time-consuming strategy for maximizing citizen involvement.

This volunteer training was continued in 1977 and 1978. The only major difference being that the training sessions were expanded to allow volunteers of all age groups to participate. It is hoped that this will enhance local programs by increasing the qualified personnel available.



CATALOG OF CRIME WATCH MATERIALS

The following materials are provided free of charge to any law enforcement or crime prevention agency in the State of Washington.

CRIME PREVENTION MANUAL

This manual is designed to provide a specific guide plan which can be followed by the participating agencies to carry out programs for organizing citizen action to prevent crime. It is designed to supplement the Crime Watch basic training which the crime prevention officer has received. The manuals are not generally available except to graduates of Crime Watch schools.

OPERATION IDENTIFICATION STICKERS AND SIGNS

Large Enameled Metal Outdoor Signs, 9" x 12" can be used to identify farms and businesses which have engraved their property.

Large Operation Identification Stickers are intended to be placed on windows or at the front and rear entrances, as well as the window or door of garages after an individual home owner has marked his property.

Small Operation Identification Stickers are intended to be placed on items marked, automobiles, or containers with marked items inside, such as tool chests, etc.

Cash Register Stickers indicate that a business supports Operation Identification and will provide an engraving tool for marking purchases.

POSTERS

17" x 22" posters, with the message, "Cures the common burglary" emphasize Operation Identification and are intended for posting in store windows, or on walls, booths, etc.

A general crime prevention poster, 11" x 14", with the message "Puzzled By Crime?" is also available.

Two types of anti-shoplifting posters are available. The first, an attractive 11" x 14" blue on white design with the motto "This store is a good place to shop, but not to shoplift" is intended for mounting in stores, on displays or in dressing rooms.

The second type are 11" x 14" black and white reproductions of youthful faces with the motto "Shoplifting gives you all kinds of grief". These are especially suitable for use in schools.

BUMPER STICKERS

Bumper stickers with the message, "Cures the common burglary", and the Operation Identification symbol, are intended for use on the agency's fleet of vehicles, and the vehicles of volunteers. They are not intended for general distribution.

PHONE STICKERS

These small stickers are to be applied to the phone so that all emergency phone numbers are immediately available.

BROCHURES

"Operation Identification" - This folder explains the benefits to the citizens of Operation I. D., and how they can participate by marking their personal property.

"What To Do Before The Burglar Comes" - This brochure explains the threat of residential burglary and details the basic security measures citizens can take to make their homes or apartments less inviting targets for burglary.

"Be On The Safe Side" - This booklet deals with the precautionary measures individuals can take to reduce their chances of becoming the victim of crimes against persons, including assault, rape and purse snatching.

"Commercial Security" - This booklet is aimed at the small business owners and provides them with general information and the steps they can take to prevent the crimes of burglary, robbery, shoplifting and employee theft.

"Crime On Wheels" - This brochure explains how to prepare against the theft of bicycles, motorbikes, snowmobiles and automobiles and their contents.

"Rural Crime" - This is an informational brochure with emphasis on how farmers and rural Washingtonians can protect their property, machinery and cattle from the crimes of theft and burglary.

"Outsmarting Crime" - Subtitled, "An Older Person's Guide to Safer Living", this booklet comprehensively explains the prevention of most residential crimes, especially those common among older citizens.

"Inventory Book" - This 11-page booklet provides a way to record descriptions and serial numbers of valuables. It should be used in conjunction with an Operation I. D. program.

"Retailer's Shoplifting Prevention Guide" - This is an 8-1/2" x 11", 20-page manual which contains information on shoplifting prevention, identifying and apprehending shoplifters, and using the civil penalty statute to recover losses. It contains an appendix of laws and forms. This is a retailer training aid rather than an informational handout.

"This Store Is A Good Place To Shop But Not To Shoplift" - This 3-1/2" x 5-1/2" folder explains the civil penalty statute. It can be used as a mailing or grocery bag stuffer.

SLIDE SHOWS

The slide shows are professionally produced by Washington Crime Watch and are accompanied by a recorded script. They are available at the cost of \$10.00 each.

"Rural Crime" - Narrated by Al Wallace, this 20-minute slide show covers the prevention of rural crimes, including heavy equipment, cattle and grain theft.

"Security Afloat - A Chart To Crime Prevention" - Peter Lawford explains techniques for protecting boats and related recreational equipment - 13 minutes.

"Outsmarting Crime - An Older Person's Guide to Safer Living" This presentation, narrated by Hans Conreid, describes prevention techniques of interest to older people. Bunco and fraud prevention are included in this 18-minute show.

"Residential Security" - This show discusses primarily the prevention of residential burglary.

"Washington Crime Watch" - This is an eight-minute outline of the statewide crime prevention program.

For information or ordering of any of these materials, contact:

Washington Crime Watch
Office of the Attorney General
1455 Dexter Horton Building
Seattle, Washington 98104
(206) 464-7676

**INTRODUCTION TO SECURITY: INDUSTRIAL, COMMERCIAL,
RETAIL, AND RESIDENTIAL**

INTRODUCTION TO SECURITY: INDUSTRIAL, COMMERCIAL, RETAIL, AND RESIDENTIAL

INTRODUCTION

Historically, business has operated by pricing industrial and retail products above raw materials, manufacturing, and overhead costs, and selling these products to the consumers. This appears to be a logical means of realizing a profit, but may not always be the case. This is because of the growing "bite" into profits permitted by poor security control. Moreover, such items as waste and abuse, poor product accountability, employee pilferage, in addition to burglary, must be added to the businessman's cost of production.

Because the "cost" of poor security varies considerably, and such costs must be passed on to the consumer, many small businesses have found that they were pricing themselves out of the market.¹/In response, many began to institute improved security measures. However, because they were businessmen and not security experts (most small businesses do not feel they can afford the services of professional security agents) their steps commonly: (1) did not address the real security risks of a business; or, (2) resulted in substantial expenditures for security that did not necessarily reduce losses. Many businessmen thus have learned the hard way that the proper application of security expertise has never been the quantity of security, but rather the quality of security.²/

The purpose of this session is to discuss some of the reasons behind business losses; why they occur and how they may be avoided from a perspective of prevention. As a crime prevention officer, a key factor to keep in mind is that a businessman cannot protect his property 100 percent against crime. Although he may make every effort to reduce criminal opportunity, totally eliminating that opportunity is economically unsound, for the expenditure required for such protection would not only reduce, but would probably eliminate the chance of profit. Thus, the concept of "risk management" enters the picture. From a prevention standpoint, risk management involves the development of a "cost-effective" approach to reducing

¹/Small Business accounts for 95% of the business enterprises in America.

²/Richard B. Cole, The Application of Security Systems and Hardware (Springfield, Ill.: Charles C. Thomas, 1970), p.5.

criminal opportunity. That is, as a crime prevention officer your role will be to identify specific risks, or opportunities that invite illegal action, and to make recommendations for reducing those risks that are consistent with the nature of the business you are assisting. A million dollar electronic surveillance system, no matter how good it is, is not the answer to securing a business with gross annual receipts of \$100,000.

In summary, the Select Committee on Small Business of the U. S. Senate assesses this approach in the following way: 1/

On the whole, the costs of the family of protective measures available to the businessman against crime should be substantially less than the benefits derived. Housekeeping measures are usually low cost and yield a good pay off. Individual (local) alarms and commercial central station protection service for the majority of establishments which may have a need for them, generally produce a net benefit. This is also true of architectural measures, judiciously applied. Trade offs may be in the form of reductions in crime losses and lower insurance premiums, insofar as the number of criminals and the amount of crime are reduced, the police and other costs to society in court, prison and welfare expenditures are also cut . . . (Thus), for a number of very important measures, the pay off to the business and the community can be big in relation to costs. For others, there may be a close margin of benefits or the benefits may not be worth the costs. In the final analysis, it is the businessman himself who must make the calculation and all that can be said is that he should be helped as far as possible to accrue the necessary information to make an informed decision.

As crime prevention officers, you should thus be familiar with the various security concepts, their relationship to business related crime, and the alternative steps that can be taken when a businessman cannot afford to spend great sums for security (which will be true in nearly all cases). Therefore, the following discussion is designed to provide a foundation to permit you to advise businessmen on effective and reasonable security measures they may take.

1/Small Business Administration, Crime Against Small Business, (Washington, D.C.: U. S. Government Printing Office, 1969), pp. 5-20.

SECURITY BARRIERS: THE THREE LINES OF DEFENSE

There are many types of security measures that can be taken to reduce business losses through criminal action. As a means of discussing these measures systematically, they will be presented within the context of the "three lines of defense" that are found in nearly all business operations. Briefly, perimeter barriers, which are normally found at the edge of the property (i.e. fencing, gates, etc.) are regarded as the first line of defense and are usually found only in larger manufacturing warehousing and similar operations. The exterior walls of a building represent the second line of defense. Finally, the third line of defense is defined as the areas within a building. The illustration presented on the following page depicts some of the security measures that a crime prevention officer must consider within the context of these lines of defense.

By utilizing the three lines of defense, the crime prevention officer can view any structure (residential, commercial or industrial) from a crime risk perspective. The barriers described in each of the three lines are interchangeable and can be used in one or all three lines. An example could be an alarm system (electric eye), generally used in the third line of defense, which is used instead of a fence to protect the perimeter.

The three lines of defense are also helpful when conducting security surveys. The surveyor should observe the structure and analyze security hazards and make recommendations for each line of defense. This aspect will be discussed later in more detail in the Security Survey section.

The First Line of Defense: Perimeter Barriers

Perimeter barriers define the outside or "perimeter" of a site and are designed to represent a physical and psychological deterrent to those who might contemplate entering the site. In the following graphic of the type of barrier used, however, four factors should be recognized. First, this line of defense will not provide complete protection and can only be expected to delay intrusion so that detection or apprehension is facilitated. 1/

1/ Small Business Administration, p. 48.

a/ Koepsell-Girard and Associates, Fall Church, Virginia

Access to roof
protected

Alleys and rear
properly lighted

Alarm system
throughout store

Roof Openings
Secure

Doors locked
and barred

Safe lighted and
in open view

Fence in
good repair

Locks modern
and adequate

debris cleared

Windows locked
and barred

Cash drawer open
to prevent damage

All openings
secured

SECURITY MEASURES: THE THREE LINES OF DEFENSE



Second, the matter of maintenance is important to any type of barrier. Such barriers as fences, natural breastwork, lighting, or other devices should be inspected on a periodic basis in order to determine their condition and to guard against washouts, digging, damage and the existence of aids to climbing. Locks on gates or other openings in the barrier should also be inspected periodically and should be changed at planned intervals. 1/

Third, in that perimeter barriers will also serve to channel personnel and vehicles through entrances, it is important that adequate entrances exist to accommodate such emergencies as fires or natural disasters. In this regard, it is important that any and all entrances and exits be constructed so that they will provide protection equivalent to the barrier of which they are a part. 2/

Fourth, recognizing the fact that perimeter barriers should create physical and psychological deterrence to a thief or burglar, it is most important that the overall visibility of the building not be reduced. A solid barrier presents a two fold effect in that it provides a shield for unauthorized activity and at the same time prohibits visual inspection of the premises by the patrolling policeman. These two negative effects should be realized by the crime prevention officer when making recommendations for security improvements.

Now that some general principles of perimeter barriers have been discussed, it is time to review a few of the most common types of barriers used in this line of defense.

Fences. When thinking of fencing as a physical barrier many businessmen will directly relate to the traditional chain link fence with barbed wire strands at the top. Generally, such fences are recognized as excellent physical means of controlling entry. However, they are often avoided because they cause a business facility to resemble a penal institution. 3/ As a result, a businessman might react emotionally when you either discuss the need for a physical barrier or suggest that the barrier he is now using needs to be improved or upgraded. Should this be the case, there are a number of approaches that may be suggested from the standpoint of both the general nature of the fencing and its appearance.

1/ Ibid.

2/ Ibid.

3/ Charles F. Hemphill, Jr. Security for Business and Industry (Homewood, Ill.:Dow Jones-Irwin, Inc., 1971), p. 19.

For example, a barrier does not need to consist of wire fencing to be effective as a security control. In areas where fencing could be utilized and appearance is a factor, a barrier can have the same effect as wire fencing, but can be constructed to blend into the overall appearance of a facility. Actually, such barriers might even add to rather than detract from the facility. Examples of alternatives include concrete blocks, brick, wood, decorative iron, and masonry. However, great care must be exercised when recommending a decorative alternative to insure that overall visibility of the structure is not reduced. Similarly, the barrier does not have to be of great height to offer protection. Rather, it could be designed to be inconspicuous if supplemented with other safeguards such as various intrusion devices that would signal the presence of an intruder. Notably, however, the design and construction of such specialized fences which offer security as well as aesthetic appeal are often more costly than desired.^{1/}

In making security surveys, most situations will call for recommendations that provide maximum protection at least cost. Because of its relatively low cost per running foot combined with the type of security it provides, therefore, chain link fences will be a common choice. Thus, a few guidelines relative to the use and installation of this type of barrier are provided: ^{2/}

- Chain link fencing is inexpensive to maintain;
- When chain link fencing is used, the woven wire should produce no more than a 2 inch square grid and should be made of number 9 grade or heavier wire (American wire gauge);
- For maximum protection, the fence should be 8 feet high topped with three strands of barbed wire one foot high making a total of 9 feet. Where zoning limits or other local ordinances restrict such height and a lower barrier is necessary special care should be taken against the existence of objects that could assist climbers (i.e. trees, stacked debris, etc.);
- The bottom of the fencing should extend within 2 inches of firm ground. If the site is comprised of sandy or shifting soil, the fence should be installed below ground level;

^{1/} Healy, Design for Security, p. 50.

^{2/} Ibid, pp. 52-57.

- The fence should be as straight as possible to offer the fewest opportunities for scaling;
- A fence should be located to afford maximum visibility of persons near the fence. Ideally the fence should be located 50 to 150 feet from the building or object of protection. At a minimum, 20 feet of cleared area should be maintained on either side of the fence. In the instance that this is not possible, barriers should be increased in height or otherwise designed to compensate for this fact; and,
- The use of a top guard on a fence is important. Such a guard should project both inward and outward to create a "V" at an angle of approximately 45° at the top of the fence.

Landscaping and Shrubbery. For a minimum level of security some experts suggest special landscaping such as a row of thick thorny hedges. If this approach is used, however, it is essential that additional precautions such as various intrusion detection systems also be employed. 1/

In considering landscaping, the Crime Prevention Officer should realize that the addition of foliage is no more important than the deletion of undesirable foliage. Careful consideration must be given to the advantage foliage offers a burglar in the area of concealment. Basic guidelines governing landscaping are as follows:

- Visibility of all possible entrance and exit points.
- Shrubs should be 18 to 24 inches away from all entry points.
- Hedges should be cut at least 6 inches below window level or no higher than 18 inches.
- Tall shrubs or trees can be trimmed from the bottom up to assure visibility.
- Hedges can be separated to prevent hiding behind.
- Be sure the recommended additions are preventive measures and serve to increase the chances of detection of a would be burglar.

1/Healy, Design for Security, p. 49.

- If shrubs are in existence at the structure to be protected, insure that no possible entry points are covered by them.

Another approach is to combine a chain link fence with the "screened effect" of a thorny hedge of vine to provide both a secure and generally attractive perimeter barrier at minimum cost. When making such a suggestion, however, remember that foliage provided by such plantings may serve to protect an intruder when he is sizing up a site, or while he is preparing his entry. Therefore, it might still be necessary to employ an additional detection system. It should be noted that these "cost versus value" issues are presented for your information. As a crime prevention officer, it is your responsibility to relate them to the businessman. It is important to remember though that the ultimate decision regarding implementation must be his.

Security Towers. Security towers provide a type of defense that may be used along the perimeter of a site. Normally, such towers are placed in conjunction with existing or other similar security devices. The usefulness of the security tower in the business district of a metropolitan area is somewhat limited. While the tower provides an additional perimeter protective system, it is costly and may be impractical to install. Mobile towers exist that may be useful on a temporary basis in some situations. When discussing this technique with the established businessman, both its good and bad points should be brought out. These include: 1/

- Towers allow an observer to be elevated above a site. This provides good visibility under most conditions and, at the same time, has a psychological effect on a potential intruder.
- During inclement weather, visibility may be limited.
- Due to the fact that security men will have to remain in the tower such isolation and inactivity may reduce their alertness.

Taut Wire Detection Systems. Another type of perimeter barrier is the taut wire detection system. Basically, this consists of a thin wire, held at a precise tension and run through chain link wire (in a fence). This wire is held at a scientifically regulated tension by a special mechanism. Either a lessening of the tension (due to wire cutting, for instance) or an increase in the tension (pressure from an intruder's hand

1/Healy, pp. 57-58.

or a blow from a stick) will set off an alarm. The tension on the wire is such that vibration on the fence will activate the alarm, even if the climber is careful.^{1/}

When considering such an alarm system, it should be pointed out that it may be prone to false activation. Stray dogs, workers, or automobiles or delivery vehicles bumping into the fence can set off the alarm. Possibly for this reason, this particular taut wire detection system would better serve as an additional protective device for a more sensitive area within the boundaries of the primary perimeter barrier. A more indepth discussion of intrusion detection systems is presented in another session of this program.

Lighting. Proper lighting serves as one of the most effective perimeter barriers available. Lighting utilized in combination with other perimeter barriers creates both physical and psychological deterrent factors. Basic areas of consideration for perimeter lighting are:

- Door ways (garage, bay doors, delivery doors, all other entrance or exit doors.)
- Windows (visibility and clearance to detect breakage).
- Sidewalks and parking lot areas.
- Building sides, fire escapes, roof and basement entrys.

The Second Line of Defense: Building Exteriors

The next point of concern with regard to securing a facility is the building exterior. The principal points of entry that must be inspected are not only windows and doors, but skylights, storm sewers, the roof, the floor, walls, and fire escapes. In short, the area being protected by this second line of defense should be considered to have not only sides, but a top and a bottom.^{2/} The remaining discussions will focus

^{1/}Hemphill, Security for Business and Industry, pp. 21-22.

^{2/}Healy, Design for Security, p. 58.

on the vulnerable points in a building exterior and will suggest steps that can be taken to secure such entry points.

Doors. Doors, the normal point of entrance and exit in a facility should be an important consideration when security is in question. In addition to the potential for doors being left open or unlocked, other vulnerable features include the frame, hinges, door panels, and the lock itself. A number of "rules of thumb" relative to these features are as follows:^{1/}

- Door frames should be constructed with heavy materials and should be well braced.
- The door should be installed so that hinges are located on the inside of the door. If this is not feasible, hinges should be installed in a manner which will prohibit their being removed and/or the pins being tampered with. For example, hinge pins might be welded, flanged or otherwise secured to prevent removal.
- Doors should be of solid construction. If wood is used, the door should have a solid wood core. In the instance that an inferior type of door exists, an inside cover of 16 gauge steel should be attached with screws to provide additional protection. Maximum protection can be afforded by using a metal door.
- If it is necessary to use a glass panel door at least 1/2 inch round bars or 1 inch by 1/4 inch flat steel strips should be affixed behind the glass no more than 5 inches apart.
- Rolling overhead doors not controlled or locked by electric power can be protected by slide bolts on the bottom bar.
- Chain operated doors can be secured in a manner which allows a steel or cast iron keeper and pin to be attached to the hand chain.
- On crank operated doors the operating shaft should be secured.
- Various other types of overhead sliding and accordian type garage doors and other similar entrances should make use of specialized cylinder locks, padlocks, slide bars, bolts or cross bars, as appropriate.

^{1/}Ibid, pp. 59-62.

Types of Doors. The physical make-up of the door itself is directly related to the amount of security afforded. There are three basic types of material used to construct doors: (1) wood, (2) metal, and (3) aluminum. Within the three types, many variations of each door exist. The crime prevention officer must be able to recognize each and make recommendations for improved security.

Wooden. Hollow Core Door: constructed of thin sheets of wood panelling surrounding a wooden frame with cardboard filler for support. This door is not recommended for security.

Pressed Wood Door: constructed with thin sheets of wood paneling on the outside, sturdy frame and pressed wood or particle board in the middle for support. This door has all the features of solid wooden doors and is recommended as a security door.

Solid Wooden Door: The solid wooden door may be constructed of either a singular piece of wood or several pieces placed together. This door is recommended as a security door.

Metal Door. The metal door is constructed of sheet metal reinforced on sides, top and bottom and supported in the center with cardboard or a prefabricated fire resistant material. The thickness of the metal will vary from ___ to ___ gauge. This door is recommended as a security door.

Aluminum Framed Door. The aluminum door is framed in aluminum with glass inserts. The aluminum is a soft metal and should be reinforced with metal at all vulnerable stress points (such as locking devices, striker plate and hinge pin areas).

Windows. Windows provide another popular point of entry for professional burglars, as well as opportunities. Principle protection should be aimed at reducing the opportunities for windows to be opened from the outside by forced entry or breaking the window and opening the latch.

More specifically, where possible, the businessman should arrange for the permanent closure of any window located

at ground level.^{1/}In addition, it may be advantageous for the businessman to attach iron bars which should be at least one-half inch round or 1/2 inch by 1/4 inch flat steel material, spaced not more than 5 inches apart. If a grill is used, the material should be at least 1/8 inch by 2 inch mesh.^{2/}

An additional rule of thumb concerns the height of openings. It should not be assumed that because a window is high above the ground it is secure from the criminal. In fact, studies have shown that any window 18 feet or less above the ground can be considered to be a potential easy access point. A window 18 feet or more above the ground is less accessible.^{3/}Thus, if you are involved in the designing stage of a facility you might wish to point out this fact. Also, do not overlook possible entrance through another building or from the roof. Thus, it is important that all windows are securely locked from the inside and, where possible, protective grating should be used.

Sewers, Storm Drains, and Manhole Covers. Openings such as these which surround a facility should be secured if they lead directly or indirectly into a facility. They may be secured through the use of chains, padlocks, bars, and gratings.^{4/}

The Roof of the Building. Unfortunately, many buildings are constructed of lightweight, thin material that will allow a hole to be cut, chopped or sawed to gain entrance. One source points out that: ^{5/}

If you put alarms just on doors and windows you're wasting your money ... Most self-respecting thieves wouldn't go through a door if it was open. Because so many alarms are put on doors and windows, they go through roofs and walls. With the low, flat roofs on most plants, a thief can devote a weekend to cutting through the roof, removing the loot and never be discovered. Some thieves don't need a weekend. One convict (indicated) he could go through a wall or roof faster than he could pick a lock or jimmy a window. Armed with a masonite drill and diamond bit, he could cut through walls or roofs in 90 seconds.

^{1/}Hemphill, Security for Business and Industry, p. 28.

^{2/}Healy, Design for Security, p. 63.

^{3/}Ibid, p. 65.

^{4/}Ibid, p. 66.

^{5/}Industrial Publishing Co., Occupational Hazards: Career Thieves Focus on Plant Security, (Pittsburgh: Industrial Pub. Co., 1959), p. 132.

Thus, it is important that businessmen be advised of the vulnerability of the roof, particularly if it is constructed of light materials. Additional protection can be provided through the use of various intrusion detection devices. The businessman should also be advised of the vulnerability of roof entry provided by conveniently placed utility poles, pull-down fire escapes, etc.

Skylights. Such openings as skylights that provide ventilation and light to some commercial and industrial establishments are also a favorite point of entry. Thus, these entries should be secured with bars or mesh. And, if possible, they should be sealed permanently to provide maximum security. 1/

Ventilating Shafts, Vents, or Duct Openings to the Exterior of the Building. Such openings as these may also provide an easy point of access. Unfortunately, there is no single answer to securing such entry points. Thus, you will have to use your ingenuity, common sense and experience to recommend necessary steps. In this regard, one expert has pointed out that "screens in a ventilating shaft or ducts are generally considered less desirable than bars because screens have a tendency to interfere with the free flow of air."2/

Fire Escapes. As you are aware, fire escapes are difficult to secure. Most anyone can gain access to a fire escape attached to the side of a building. Therefore, when talking to a businessman you might point out that although the fire escape itself does not provide entrance directly into the building, it allows the criminal to find access through windows, vents, or through the roof.

The Third Line of Defense: Interior Controls

Even if an intruder defeats the perimeter barriers and the secondary line of defense, upon entering a facility he may find that his difficulties have just begun. The types of areas within a facility which warrant special consideration for internal protection and control include cashier offices or other areas containing significant sums of money; laboratories or research areas; areas containing negotiable instruments such as checks, drafts, airline tickets, etc.; areas containing

1/Healy, Design for Security, p. 69.

2/Ibid.

vital company records; areas containing classified material; and, sections of the plant where valuable equipment or tools are stored. 1/

As with other situations that you will face the subject of internal control systems is complex. In fact, you will learn that each item or area needing specialized internal control will be different in every facility and may also require different types of protective methods because all items to be protected do not require the same type or extent of security.

A number of techniques can be used at the third line of defense to protect businessmen. These include: 2/

- locks, containers or cabinets;
- a room or area with control points of entrance and exit;
- steel bars;
- wire mesh grating; and,
- various intrusion detection systems.

PROCEDURAL STEPS FOR SECURING THE THREE LINES OF DEFENSE

First Line of Defense: Perimeter Barriers

The use of procedural mechanisms in relation to perimeter barriers depends on the nature of the business under study. For example, if the business is surrounded by a large fence through which delivery trucks may pass easily, good security may not be provided. For example, if it has been shown that thefts have occurred by means of the surreptitious placement of materials in the bed of a truck or in the open trunk of a visiting car, it may be appropriate to place security guards at points of entry. Such personnel should be instructed to inspect and inventory the authorized payload of all vehicles entering or leaving a facility. In addition, it should be a corporate procedure that no vehicles should be permitted at loading docks unless actively engaged in an authorized activity.

The Second Line of Defense: Building Exteriors

Procedural guidelines should be developed for a number of the points of entry discussed above. These include:

1/Healy, Design for Security, pp 70-75.

2/Ibid, p. 76-82.

Doors. Where possible, procedures should be developed that restrict entry. Further, there should be only one door that locks from the outside, the rest should lock only from the inside. A time clock or other similar control device might also be considered for the one door that provides entry and exit.1/

In some situations, local zoning or fire ordinances will not allow for only one door to be opened during working hours. In such cases, special door alarms can be placed on all but the major entry-exit door. If this device is used, a policy should be established to regularly check all such entries and to investigate all cases of alarm activation during working hours.2/

The Third Line of Defense: Interior Controls

Procedures concerning interior controls relate directly to the nature of the work involved. For example; a manufacturing operation might require that all tools be signed out to an individual; that the borrower's name or employee identification number be recorded in a file; and, that all tools be returned and checked in at the close of the business day.

Key Control. Key control represents another effective procedural technique to improved security. Essentially, key control centers are carefully limiting the number of keys that are issued to employees; keeping a record of such keys; and, providing adequate secured places to store unused keys. Finally, master key protection procedures should also be carefully developed.3/ More concerning key control is presented in a later session of this program.

Opening the Building. Periods just before a place of business is opened in the morning and just after it is closed in the evening have been shown to be critical periods for employee theft. To protect against these periods and thereby to insure that the second line of defense is maintained, different measures can be initiated: 4/

- Proper key control can be established;
- Utilization of a "two man" rule. This rule requires that two employees be present at opening and closing to insure that neither utilizes his/her position to commit a theft.

1/Hemphill, Security for Business and Industry, pp. 25-26.

2/Ibid, p. 27.

3/Ibid, pp. 29-31.

4/Ibid, pp. 35-36.

Though the "two man" rule is effective to a certain extent, the crime prevention officer must make the merchant aware of its shortcomings. A well planned method should be developed by both the merchant and the crime prevention officer to eliminate the employee theft opportunity to arise at this stage of business operations.

A variety of other internal controls also exist but, as stated, are tailored to specific business situations. Certain generally accepted rules have been developed, however, that may have broader application in your work. Some of these guidelines, as developed by the Small Business Administration, include:^{1/}

- the flooding of a store with lights to facilitate interior view and to serve as a psychological deterrent to would-be intruders;
- the placement of safes in areas that are well-lit and highly visible to police patrol;
- the elimination of all obstructions in front of front windows;
- the removal or safe keeping of all cash; and,
- the emptying of cash register drawers and leaving them unlocked and opened during non-business hours to prevent their damage.

APPLYING YOUR SECURITY KNOWLEDGE: THE CONCEPT OF RISK MANAGEMENT

In the opening paragraphs of this discussion, it was indicated that security measures taken by businessmen are usually inadequate, based on recommendations from poorly advised or

^{1/}See, Small Business Administration's Publications Report No. 209, No. 134, No. 119.

clever salesmen; or reflect the reaction to being victimized and, as a result, such measures are rarely thought through in an objective manner. Complicating this matter is the fact that the businessman is rarely educated to identify the type of risks offered by this business environment.

In this discussion, the foundations for improving business security have been presented. With this information you should be able to help the businessman to make more logical, effective security decisions. Your success, however, will not hinge solely on your technical security skills; you must also be able to "relate" to the businessman. This is likely to mean that you must learn a new language. In fact, ". . . if you are to succeed you must be able to talk with businessmen and understand their needs. The 10-4 jargon simply won't get the job done."¹/Thus, it will be important for you to convert the security information presented in this paper into an understandable framework for presentation and discussion with businessmen. "Crime risk management" has been suggested by a number of security experts as an approach that might be used as an alternative to the more familiar crime prevention terminology with which you are familiar. The purpose of the final part of this discussion, therefore, is not to present a full-fledged review of the specifics of crime risk management, but rather to familiarize you with some of the "jargon" that is an integral part of this business oriented approach to crime prevention. ²/

The underlying principle of crime risk management is that the reduction of criminal opportunity in business should be approached in a systematic, step by step manner, with effective protection being the basis for any recommendations which are offered. A more complete definition of the costs versus benefits of crime control measures was presented earlier in this section in the comments of the Small Business Administration. Ideally, under the risk management approach, the person advising the businessman should be equipped to develop detailed cost figures as to how much might actually be saved by employing the recommended techniques. Obviously, this is a tricky job

¹/National Crime Prevention Institute "Expert Suggests Police Learn New Language", Bulletin, Vol. 9, No. 8 (Louisville, KY. NCPI, May, 1973), p. 4.

²/These experts include Richard B. Cole, President of Loss Prevention Diagnostics, Inc., and Mr. O. C. Foster, former Assistant Director, NCPI, both are recognized authorities on this topic.

requiring much more time than is available in this program to provide adequate information. Thus, only minimal time and reference is made to this topic.

Risk management can be defined as a systematic approach to loss reduction. Though its definition is somewhat short, the process which it details is a thorough approach to lessen crime risks and at the same time insure profit. To more rapidly understand crime risk management a definition of terms is helpful. The terms presented below were developed and used by O. C. Foster, formerly with the National Crime Prevention Institute, in teaching business security techniques.

An Elemental Definition of Crime Risk Management 1/

CRIME: is generally recognized as acts or the commission of acts that are forbidden and/or the omission of a duty that is commanded by a public law and that makes the offender liable to punishment by that law.

RISK: may be viewed as a possibility of loss or injury and/or the chance of loss or the perils to the subject matter of an insurance contract; or the degree of probability of such loss.

MANAGE- is recognized as an act or art of managing or the
MENT: judicious use of means to accomplish an end.

CRIME is thus the anticipation, recognition and appraisal
RISK of crime risk and the initiation of action to re-
MANAGE- move or reduce it.
MENT:

As is apparent from a review of the chart, the component parts of the crime risk management definition, when grouped together, arrive at the definition of "crime prevention." Because many of the other terms in risk management theory are not as easy to grasp, the following discussion is presented to provide clarification.

1/ Information adapted by Koepsell-Girard and Associates from a statement developed by O. C. Foster, formerly of the National Crime Prevention Institute.

Analogy Used to Describe Types of Business Risks

Businessmen commonly consider the nature of their operations in "risk taking" terms. In fact, just by going into business it is commonly recognized that people are venturing into uncharted waters and stand the substantial risk of failing or being defeated. Based on these ideas, the advocates of the risk management concept have developed terminology to describe types of risks that businessmen confront and those which a crime prevention officer can help reduce. These risks are generally defined in two categories: dynamic risk and pure risk.

Dynamic risks are those which a businessman " . . . takes with a potential profit involved."¹/Samples of dynamic risks include the decision to grant a customer credit inspite of lack of sufficient collateral; the decision to locate a business in a particular area; and, the technique of buying merchandise in advance of seasons or before they have become popular in hopes of added profit. Moreover, dynamic risks are those that relate directly to business decisions and are thus beyond your general purview as a crime prevention officer . . . unless you choose to question a businessman's inherent right to exercise bad judgment concerning the making of a profit." ²/

The second category, pure risk, is that which a businessman is exposed to" . . . either through ignorance, inability and from which only liabilities can accrue."³/Examples of pure risks include risks to burglary, robbery, embezzlement, shoplifting, employee theft and so on. This is the area of risk taking that provides" . . . a substantive base for crime prevention." ⁴/

A third term that is an important concept of risk management is "probable or possible maximum loss" (commonly abbreviated as PML). In short, probable maximum loss is simply a reasonable measure between the total contents of a building and that portion which would probably be lost to a criminal act if no preventative measures were taken. Possible maximum loss is thus the loss that might occur after crime prevention measures were employed. This term is valuable for it is from

¹/National Crime Prevention Institute, Risk Management
(Louisville: N.C.P.I., undated), p.2.

²/Ibid, p. 3

³/Ibid

⁴/Ibid

this base that cost-effective crime prevention measures are developed. In employing this approach, a series of perspectives or attitudes toward reducing criminal opportunities can be taken. These perspectives are defined as follows:

- Risk Elimination. This involves the actual removal of potential targets of dynamic, or criminal risk, (i.e. removing all cash from a premises);
- Risk Reduction. This involves techniques which reduce the potential for criminal confrontation; i.e. providing better security fencing, lighting, etc.;
- Risk Spreading. This may involve dividing potential targets into smaller segments and thereby making a large loss less likely (i.e. placing available cash in several secured locations around a premises).
- Risk Transfer. By use of comprehensive insurance coverage, risk of loss from criminal action is transferred from a businessman to an insurance underwriter. Unfortunately, too much reliance has been placed on this approach which results in only nominal preventative steps being taken by the businessman.
- Risk Acceptance. After considering the steps noted above in terms of eliminating, reducing, spreading and transferring risks, some risks will still remain. This risk is that which the businessman must assume directly.

These guidelines and definitions are not intended to be employed cumulatively. Rather, a combination of measures should be used that best reflect the operational needs and the financial capabilities of the particular business under study. For example,

the elimination of some risks can be easily accomplished (i.e. the removal of all loose cash from a small retail outlet), while the elimination of other risks may be too expensive (i.e. eliminating the risk of illegal entry through the use of a comprehensive perimeter barrier system). Thus, some risk reduction techniques might need to be employed (i.e. installation of a chain link fence coupled with an electronic detection system to reduce the risk for perimeter barrier defeat and to increase the chance of detection and apprehension before a crime could be successfully perpetrated). The use of other risks spreading and risk transfer techniques could also be used to complement this hypothetical example (i.e. securing various types of valuables in different parts of a facility and insuring other valuables against loss).

Moreover, the overall objective of risk management can be defined as the use of a systematic approach that affords a businessman the highest level of protection (i.e. lowest risk) against criminal acts at the lowest cost in terms of security investment and assumed risk. It must be remembered, however, that the terms "highest protection" and "lowest cost" can be defined only by the individual businessman. As a crime prevention officer, it will be your role to present the risks and the alternative methods and costs for lowering that risk in a way that permits the businessman to make a logical decision.

Drawing from this school of thought and the information presented in this discussion it is now appropriate to return to the graphic on security measures. For convenience this graphic has been reproduced on page four. Now that you have gone through this entire section, you might be surprised how easy it will be for you to look at the graphic, employ the information presented above, and combine it with your knowledge as a police officer to develop crime prevention risk-management recommendations.

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THE LOCAL PLANNING PROCESS AND CRIME PREVENTION

The Local Planning Process and Crime Prevention

INTRODUCTION

The need for police involvement in the local planning process was well documented in the section of this program dealing with "Crime Prevention and the Physical Environment." Nevertheless, it is important to further detail why and how crime prevention officers should work with other organizations and units within their local government to help reduce criminal opportunity.

As will be the case in many of your responsibilities as a crime prevention officer working with and understanding the community planning process will be a new and frequently complicated task. Before outlining the nature of the planning process, therefore, it may be helpful to discuss the degree to which local, state and national experts have begun to realize the importance of police involvement in local planning activities.

POLICE INVOLVEMENT IN THE LOCAL PLANNING PROCESS

The National Advisory Commission on Criminal Justice Standards and Goals presented a number of strong arguments and recommendations concerning police involvement in the overall planning process. For example, the Commission pointed out that "...many activities of the police agency affect and are affected by the activities of non-police agencies and subdivisions of local government. These activities may be either administrative or operational, they may or may not be public safety oriented, and they may be 24-hours a day or only between Monday and Friday from 8:00 am to 5:00 pm but, many are sufficiently interrelated with those of the police agency that they require some degree of coordinated planning."^{1/} Yet, the majority of local and state governments in this country have no provision for intra- and intergovernmental planning. Granted, in some cases department heads and other staff meet and confer regularly, thus providing some inter-relationships, but this is not enough. What is needed is an established means to coordinate crime prevention efforts with the work of planning departments of local governments.^{2/}

Based on this feeling, the Commission recommended the adoption of the following standards by state and local agencies:^{3/}

...every police agency should participate in cooperative planning with all other governmental subdivisions of the jurisdiction when such planning can have an affect on crime, public safety, or efficient police operations.

^{1/} National Advisory Commission on Criminal Justice Standards and Goals, Report on Police (Washington, D.C.: U.S. Government Printing Office, 1973), p. 126.

^{2/} Ibid., p. 127.

^{3/} Ibid., p. 123.

a) every local governmental entity, in all matters of mutual interest, immediately should provide for police planning with other governmental subdivisions of the Jurisdiction.

b) Every police agency should assign responsibility for such planning immediately. This assignment should include at least the responsibility for joint planning, applicable with local government administrative offices; attorney's offices; finance departments; purchasing departments; personnel departments; civil service commissions; fire departments; department of public works; utilities departments; building inspection units; street and highway departments; parks departments; recreation departments; planning units; and, health departments.

Although police agencies should strive to establish working relationships with each of the referenced municipal agencies, as a logical and appropriate starting point, the Texas Crime Prevention Institute recommends that initial efforts focus on the planning unit within your local government. There are a number of reasons that support this position, including the fact that planning agencies deal in "future." That is, such agencies are involved with the planning of the future land uses of the community which can have a direct effect on access, visual surveillance, lighting and other aspects of personal and neighborhood security. Thus, the involvement of a crime prevention officer in an early stage of the planning process can serve to eliminate the opportunities for crime before they become a built-in shortcoming of the community. The discussion that follows has been designed to provide you with a better understanding of some of the jargon of the planning profession along with the responsibility, role and organization of the planning process. Equipped with this knowledge you will be in a better position to understand the problems and operation of your planning unit and to impact the planning process toward the end of improving crime prevention. Unfortunately, a similar program is not now available that informs community planners of the importance of crime prevention considerations in their work. Yet, because of the universal concern over crime you should be able to convince the planners of the value of your involvement in their activities.

THE LOCAL PLANNING PROCESS

The Scope of the Process

For many years it has been maintained that the scope and objective of the local planning process is to "...promote the welfare of the people in the community by helping to create an increasingly better, more healthful, convenient, efficient and attractive environment."^{1/}

^{1/} International City Manager's Association, Local Planning Administration (Chicago: International City Manager's Association, 1959) p. 10.

One of the underlying principles of the planning process is that the city or local jurisdiction is viewed as an "entity" and the process itself consists of:

...methods and techniques to coordinate and bring into harmony the uses made of land and the numerous and varied private and public structures placed upon it...The varied structures and uses--regardless of who builds and operates them--are parts of the same community organism and their purposes and uses are related and interdependent. Unless design, coordination and adjustment are applied in determining their location and relation to one another, and unless all are located in accord with a general plan for the development of the community, serious maladjustments and deficiencies are likely to ensue.1/

The process of applying foresight and coordination to the location, extent and timing of public and private improvements in order to prevent or minimize "maladjustments" in a community's development is thus what is meant by the local planning process. The process of guiding this continual adjustment is, in most instances, delegated or placed as a distinct function of a planning agency.

As is the case with a police agency, the scope of a local planning function is broad and expansive. For example, a local planning function may be classified into seven categories, as follows:2/

- To establish community development objectives;
- To conduct research on growth and development of cities;
- To make development plans and programs;
- To increase public understanding and acceptance of planning;
- To provide technical service to other governmental agencies and private groups;
- To coordinate development activities affecting city growth; and,
- To administer land use controls (zoning and subdivision regulations).

1/ International City Manager's Association, Local Planning Administration (Chicago: International City Manager's Association, 1959) P. 10

2/ International City Manager's Association, Principles and Practice of Urban Planning (Washington, D.C.: International City Manager's Association, 1968), p. 526.

The Police Powers of a Local Planning Agency

Zoning and subdivision regulations, referenced in the above list, represent the "police powers" of a local planning agency. These powers, authorized in most cases by state enabling legislation, represent the tools through which the use of private land may be regulated by a municipal body. They also are the tools through which your crime prevention inputs to the planning process will be carried out.^{1/}

Generally, zoning is an exercise of the basic power of the state and its political subdivisions to protect the public health, safety, morals, and general welfare of the community. Formally recognized by the courts in a landmark 1926 decision,^{2/} the zoning power has the effect of determining the types and locations of land uses to be permitted in a community. Generally developed as an implementing tool of a publicly approved comprehensive or community land use plan, the zoning ordinance dictates:

- the height and bulk of buildings and other structures;
- the area of a lot that may be occupied (i.e. intensity of use) and the size of required open spaces;
- the density of development and, therefore, of the population of a neighborhood or community; and
- the location of land and/or buildings that can be used for residential, commercial and industrial purposes.

Thus, the zoning ordinance should be considered as an important tool by the crime prevention officer. For example, he might consider uses that would breed criminal activity (i.e. as was referenced by Jeffery in the session dealing with Crime Prevention and the Physical Environment) or that would subject a residential area to the potential crime risks of a nearby warehousing or transportation district.

The subdivision regulation serves a wide range of purposes as a companion police power of the zoning ordinance. Growing from the status of official street maps developed in early 18th century cities, subdivision controls now regulate such diverse conditions as building set backs; design and location of street, cul-de-sacs, alleys, etc; the adequacy of vehicular clearance and maneuverability; the clustering and/or dispersal of residential and other structures; and, the size, location and layout of schools, parks and other public facilities and places. Each of these conditions must be met before a municipality approves an individual plat. Such approval or disapproval, essentially, represents the public decision on whether or

^{1/} This discussion draws from Chapters 15 and 16 of Principles and Practice of Urban Planning, pp. 403-483.

^{2/} Euclid v. Ambler Realty Co. (272 05 365).

not to permit the proposed construction or redevelopment of an area. Importantly, most subdivision regulations designate the local planning unit as the plat-approval agency.

Thus, the subdivision regulation is also an important tool to the crime prevention officer, for it is through this device that a variety of physical crime deterrents can be incorporated into the planning process (i.e. adequate lighting and visibility of entry ways, recreation areas, etc.).

Other Crime Prevention Tools in the Planning Process

Building codes, usually administered through a city's inspection department, represent a third tool for applying the crime prevention concept in the municipal planning process. Building codes set specific requirements and minimum standards for such items as structural soundness, the integrity of plumbing, electrical and other utility installations; the size and numbers of doors and windows, etc.

In recent years there have been several efforts to include security sections in basic building codes. For example, it was recommended by the National Advisory Commission on Criminal Justice Standards and Goals that:^{1/}

...units of local government (should) include security requirements within existing building codes. The formulation of these requirements should be primarily the task of building, fire and public safety departments...

ORGANIZATIONAL PATTERNS OF LOCAL PLANNING AGENCIES

There are three patterns of local planning agency organizations in the United States with which you should be familiar. These are: the independent planning commission with or without a staff; the planning department; and the community development department.

In addition, there are numerous variations of blends within each of these general categories.^{2/}

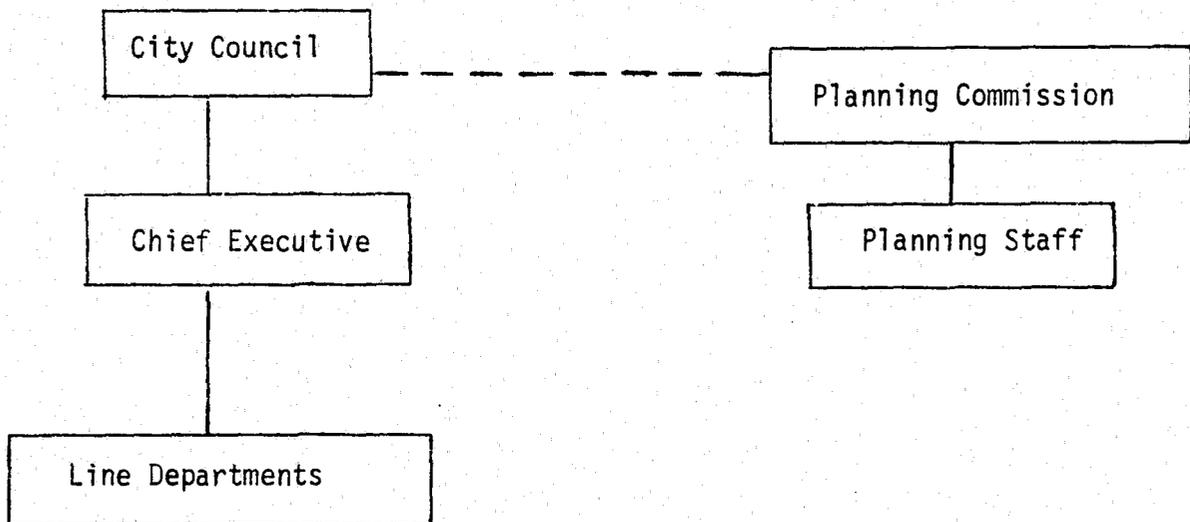
^{1/} National Advisory Commission on Criminal Justice Standards and Goals, Community Crime Prevention (Washington, D. C.: U. S. Government Printing Office, 1973), p. 198.

^{2/} This discussion of the types of planning organizations was adapted from Principles and Practice of Urban Planning.

Independent Planning Commission

This method of organization provides for the establishment of a voluntary citizens group that is independent from, yet works with and advises its local governing body regarding future directions in municipal planning. The structure of such a commission is depicted in the following chart. Members of the commission are normally appointed as specified by the state law or local charter. The appointments are normally made by the mayor and/or city council or a county governing body. Commission members are selected on the basis of their demonstrated interest in the community. In general, commission members tend to come largely from the business and professional segments of the community. Normally, to insure objectivity and independence, commissioners serve overlapping terms the length of which extend beyond the elected term of the appointing authority.

Organization Chart
Independent Planning Commission a/



a/ Information adapted from International City Manager's Association Principles and Practice of Urban Planning (Washington, D.C.: I.C.M.A., 1968), p. 528.

In small municipalities, such planning commissions may exist and function without a professional staff. In these cases, the commission usually operates outside the mainstream of government and is primarily concerned with the administration of zoning and subdivision ordinances. In larger communities, independent commissioners are usually augmented by a full-time professional staff. In this case, the commissioners are responsible for the assignment and review of staff work. Normally, formal lines of communication between the planning staff and the chief executive of the municipality be he a mayor or city manager, usually passes through the planning commission. As such, the planning staff is "theoretically" outside of the basic structure of the local government--thus, the relationships with personnel in various operating departments may be even more distant than under other organizational alternatives. Moreover, if the independent planning commission structure exists within your community, you may face certain difficulty in working with commission staff because they will probably fall under a totally different responsibility structure than that of your department.

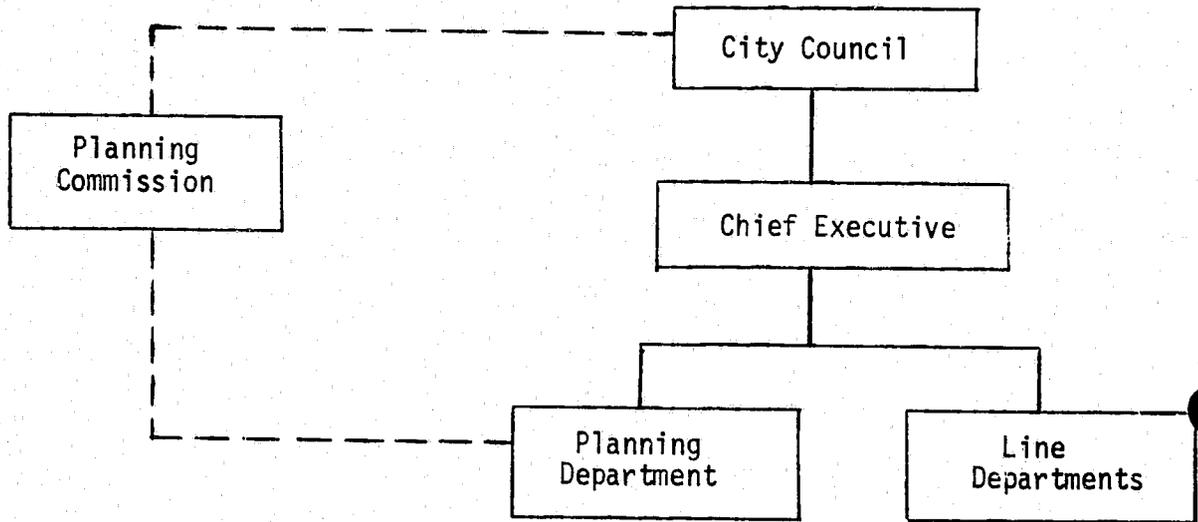
The Planning Department Alternative

A second organizational approach to local planning involves the establishment of a planning department within the normal administrative structure of the local government. This alternative is depicted in the following chart.

The major difference between the staff supported independent planning commission and the planning department is that the technical staff of the planning department is part of a defined line department that reports directly to the mayor, city manager or appropriate city commissioner. Accordingly, the staff of the planning department is not appointed by, nor subject to, the supervision and control of the planning commission. Under this arrangement, the planning commission is normally made up of the same types of people as in the case with the independent planning alternative. Similarly, the commission is normally appointed by the chief governing body of the jurisdiction. Under this alternative, however, the commission exists and performs largely an advisory function to the planning department staff. This advisory role in some communities is performed by special ad hoc committees appointed to review and comment on certain problems under study--in some cases where this ad hoc technique has been adopted, a sole standing planning commission has been eliminated from the organizational framework. In short, it is important that you take care to identify the responsibility, relationship and nature of the planning commission within your community and whether the policy level function of planning is handled through commission or through separate ad hoc committees.

It has been maintained by many planning experts that this alternative enables the chief executive of a municipality to assume clear authority in coordinating physical planning. This is basically true because the planning staff has a direct channel to the chief executive and may have a strong influential sponsor for its recommendations. Under this arrangement, the director of planning and the police chief may have an equal amount of "clout" with the chief executive. This is normally the case where a strong executive form of government exists--strong mayor, council, or the council/manager form of government.

Orgainzation Chart
Planning Department a/

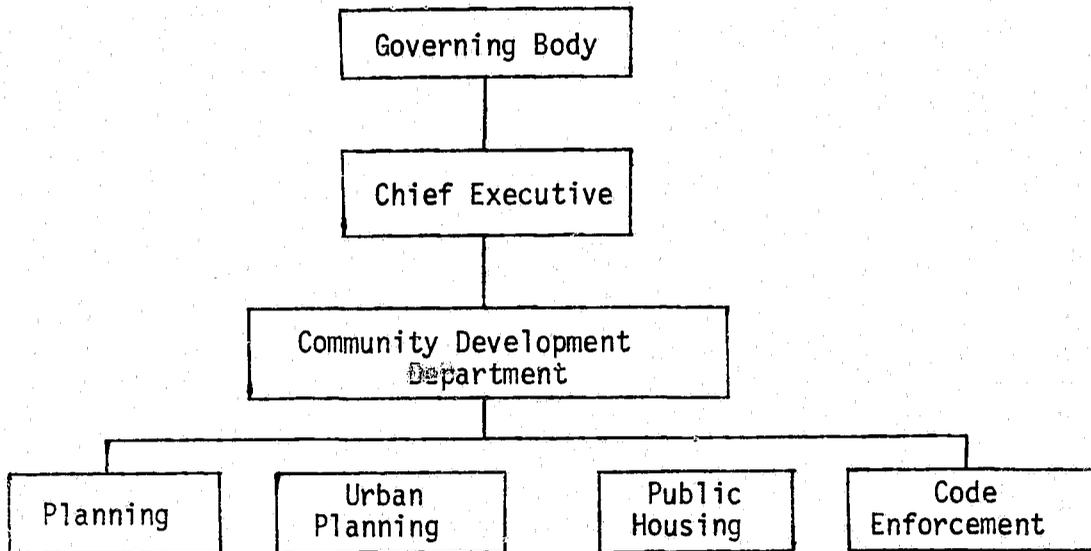


a/ Information adapted from International City Manager's Association, Principles and Practice of Urban Planning (Washington, D.C.: I.C.M.A., 1968) p. 530.

The Community Development Department

A number of cities have moved to consolidate the planning function by combining all of the operations involving planning and development in a single administrative unit. Such an agency--generally known as a community development department--usually combines planning, urban renewal and, on occasion, code enforcement activities (i.e. building codes, electrical codes, etc.). The chart presented below illustrates such an organization.

Organization Chart
Community Development Corporation a/



a/ Information adapted from International City Manager's Association, Principles and Practice of Urban Planning (Washington, D.C.: I.C.M.A., 1968) p. 528.

Under such an arrangement, a planning commission is usually retained in an advisory capacity as in the case of the planning department, although its duties and authority may be somewhat diminished.

Moreover, after completing this program, it will benefit you to take the following steps. First, carefully analyze the municipal organization within which you are working. Identify the type of planning structure that exists. Next, determine whether or not a formal relationship has been developed between the police department and the planning unit. Following this determination, you may wish to meet with the chief of police to explain why it is important that you work with the local planning agency. Should this be the case, it may also be necessary for you to have the chief speak with the chief administrative officer of the city and "clear the path" for you to begin discussions with the planning unit. After having taken these steps, it will be up to you to insure that the continued liaison between the planning operation and the police department is maintained in a satisfactory and productive manner.

SOME IDEAS CONCERNING THE RELATIONSHIP BETWEEN THE POLICE DEPARTMENT AND THE PLANNING UNIT

After having developed an initial relationship with the planning unit and established the fact that crime and planning are related, there may be some question as to the role you should actually play. As part of the discussion dealing with Crime Prevention and the Physical Environment a variety of topics were outlined to which you should refer at this time. Among these topics were: building setbacks, wall construction, door construction, and window and skylight placement, among others.^{1/} In addition, it will be important for you to review and become familiar with the types of plans and programs the planning unit is generally responsible for developing. These include:

- general land use plans;
- specific development plans for various functions such as transportation, parks and recreation, and so on;
- major commercial building plans; and,
- large multi-family residential building plans.

Your comments as a crime prevention officer should be included as part of the planning department's evaluation of these documents. In fact, as the plans are being reviewed you should have the opportunity to communicate potential crime prevention deficiencies and needs to the planning staff. Ideally, your comments will be incorporated in subsequent plan revisions, thus, directing the final

^{1/} See the lecture concerning "Crime Prevention and the Physical Environment" and the article "Crime Prevention Through Physical Planning", Crime Prevention Review, Vol. 1, No. 2, April, 1974, pp. 4-5 for a detailed list and explanation of design elements with which the crime prevention officer should be concerned.

product toward a more comprehensive and broad-based approach to dealing with community problems.1/

A vivid example of the nature of a crime prevention officer's involvement in and impact on the local planning process was reported in an article appearing in the Bulletin of the National Crime Prevention Institute entitled "Crime Prevention Unit Advises Planning Commission." The full text of this article is presented below to provide you with an additional perspective on how you may contribute to the planning process in your community.2/

Lexington, Kentucky is no different from any other city. Change provokes controversy.

When the Lexington Planning Commission proposed that the city's historic, but ill-kept Gratz Park undergo an extensive renovation program, it was applauded. Property owners fronting the park, many of whom have preserved their anti-bellum homes meticulously, were delighted. However, they expressed great concern over one part of the proposal.

As a part of its plan to convert the area into a more pedestrian, urban center, the Commission suggested that two streets adjacent to the park be closed to traffic. The residents foresaw nothing but crime and petitioned the Commission to reconsider the plan.

Confronted, the Commission sought the help of the Crime Prevention Unit of the Lexington Metropolitan Police Department.

Members of the Unit studied the Commission's plans, found them acceptable and selected Officer Jack Glindman to explain their endorsement.

From a crime prevention standpoint, Glindman told the group the proposed park would be beautiful. Here's the reasoning he presented:

- abundant pedestrian traffic deters criminals through fear of recognition;
- closed streets give criminals limited escape routes and increase the chance of apprehension;

- 1/ California Council on Criminal Justice, Selected Crime Prevention Programs in California (Sacramento: California Council on Criminal Justice, 1973), pp. 14-15.
- 2/ National Crime Prevention Institute, "Crime Prevention Unit Advises Planning Commission", Bulletin, Vol. 2, No. 1 (Louisville: National Crime Prevention Institute, 1973), p. 1.

- proposed sodium vapor lighting eliminates darkened hiding places and provides true-color light that would be helpful in identifying dress of any criminal.

Glindman termed the plan a "welcome relief" from previously neglectful urban planning policies.

With that explanation, the Gratz Park residents endorsed the plan.

Of greater importance: One of the three members of the Crime Prevention Unit now attends each Planning Commission meeting. In later months, Lexington began to receive approvals on many of its Urban Renewal proposals and the Crime Prevention Unit was expected to play a significant role in Urban Renewal project planning.

A few cities in Texas have begun to recognize the need to have law enforcement involvement in the community planning process. Usually this has been on a limited basis and occurred in cases concerning a specific problem where their expertise was essential for an evaluation. Nevertheless, the need has been recognized and, as in Lexington the officers used the opportunity to get their "foot in the door" and continued to be involved in the community planning process.

Two Texas cities in the Alamo Area Council of Governments Region have created a formal means for police to provide input to planning. The City of Live Oak, in August, 1976, passed an ordinance amending their Building Code to require minimum security measures in all new construction and any remodeling over fifty percent.^{1/} The neighboring city of Selma followed with a nearly identical requirement in October.^{2/} As a part of the amendment they each created a Security Advisory Committee to provide counsel to the city on security requirements. The Security Committee in each city is comprised of officials from the Building/Engineering, Fire, Legal and Police Departments.

^{1/} Texas Crime Prevention Institute, On The Safe Side, "Live Oak Passes Security Ordinance", Vol. 1, No. 9 (Southwest Texas State University, September, 1976), p. 1.

^{2/} Texas Crime Prevention Institute, On The Safe Side, "Selma Passes Ordinance", Vol. 1, No. 11 (Southwest Texas State University, November, 1976), p.1.

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*This section was prepared by Koepsell-Girard and Associates, 1974. Additional and revisions were made in part by Jerry W. Smith, Crime Prevention Specialist, Alamo Area Council of Governments, San Antonio, Texas, December, 1975 and January, 1977.

CRIME PREVENTION EVALUATION

CRIME PREVENTION EVALUATION

INTRODUCTION

It is important that the nature and purpose of a Crime Prevention Evaluation be understood. With that in mind, the following definition should be remembered.

A Crime Prevention Evaluation is a comprehensive report on a specific crime prevention program containing an appraisal of the program's value and technical recommendations for improving the program.

The evaluation takes place within an agency which is involved in a crime prevention program, be it a single agency or only part of a larger and regional program. The result of the evaluation effort is a report on the specific crime prevention program. The term VALUE in the definition is very broad and covers several areas of concern. For example, a crime prevention program can have value, but still not totally accomplish all of its established goals. The value of a program can be measured in the impact which it had on changing the attitudes of the citizens; the impact it had on a specific crime; or the impact which the program had on the total goals of the program.

Evaluation has been a part of all Law Enforcement Assistance Administration (LEAA) funded projects from the beginning, but there has been very little effort to explain what an agency must do to prepare for an evaluation or what an agency should do to evaluate their own programs. This section is designed to explain evaluation procedures.

"Evaluating social programs is a difficult task. Given the unknowns in the social science field and the modesty of the evaluation tools currently at our disposal, answers often are beyond reach.

This is especially true in criminal justice, a field in which the kind of planning and data gathering necessary for evaluation has only recently begun.

Despite these obstacles, evaluation of the impact of LEAA-funded programs is essential. The National Institute is giving high priority to this task and to building state and local evaluation capabilities."^{1/}

THE EVALUATION PLANNING PROCESS

The evaluation planning process begins immediately after the specific crime problems have been identified, and will become the basis for practically all the evaluation procedures. Planning starts with the selection of the Objectives which will attack the crime problem by means of the Program Activities. Each intermediate step in the process must involve evaluation through to the final evaluation. (See Figure 1 on the following page.)

The Objectives, which are selected to combat the identified crime problem, will be based on the extent and nature of the problem. The design of the program will include specific activities which are expected to help meet the Objectives. This selection of activities then becomes a most vital aspect of the total process.

At the time the activities are selected, the planner must consider evaluation measures and must ask the following questions:

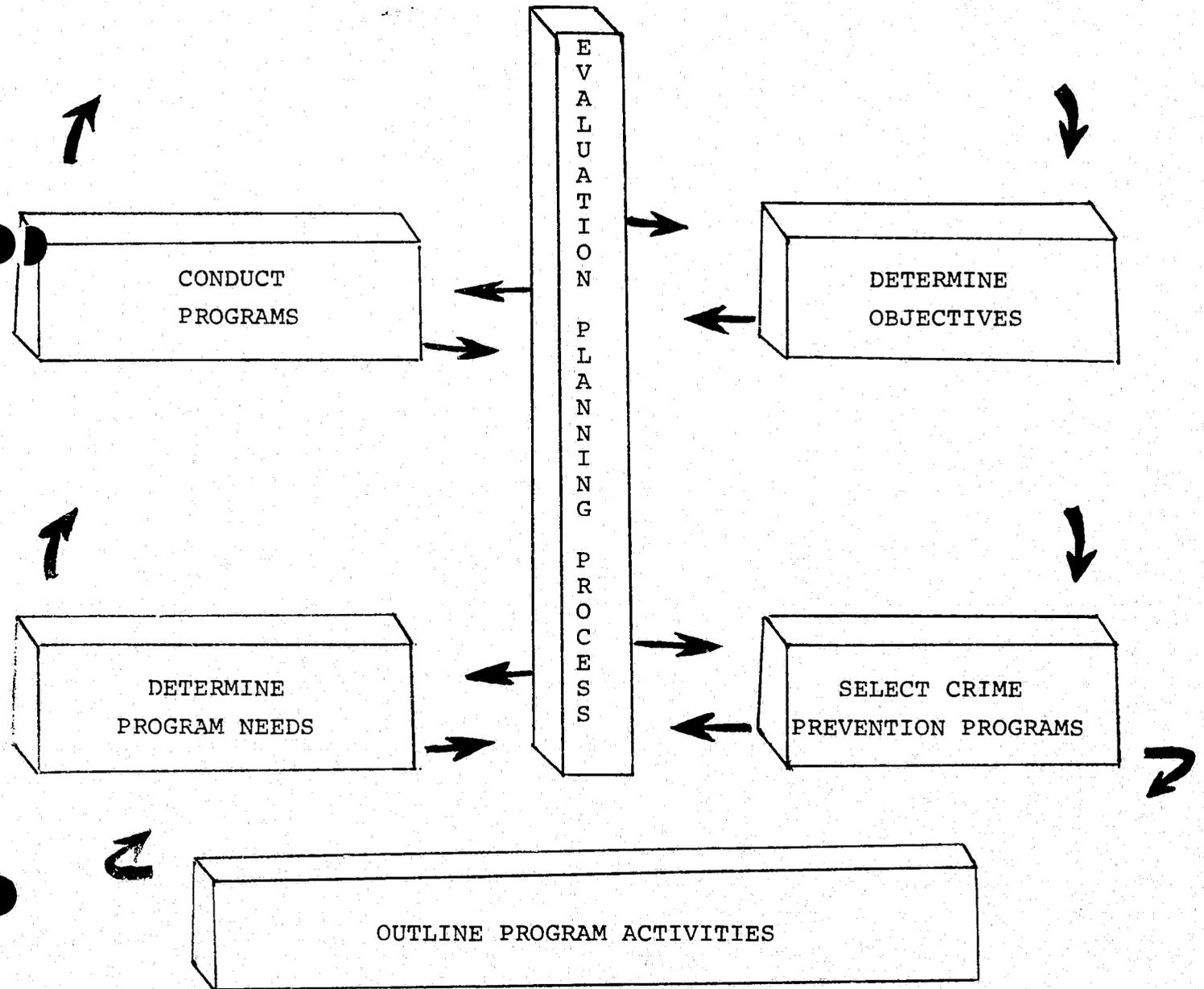
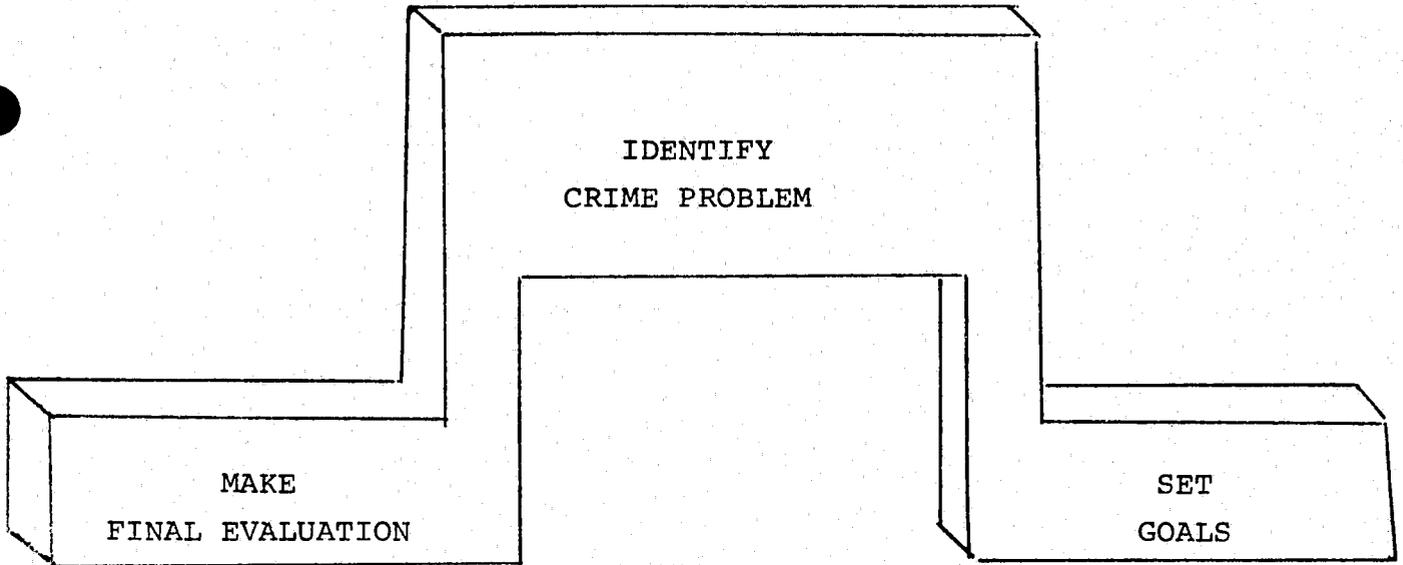
1. Can data be obtained from the activity?
2. Will data tell anything about the activity?
3. Will the data be useful in determining the results of the activities?
4. Are there outside influences which could affect the data and yield false or misleading results?

Before the activity is selected as a part of the Objective, the planner must obtain answers to each of the questions. Questions 1, 2, and 3 must be answered affirmatively.

Drawing from the evaluation experts at Koepsell-Girard and Associates, Falls Church, Virginia the following "Rules of Thumb" for the Selection and Maintenance of Data are outlined.

^{1/} U.S. Department of Justice, Law Enforcement Assistance Administration-National Institute of Law Enforcement and Criminal Justice, High Impact Anti-Crime Program (Washington, D.C.: U.S. Government Printing Office, June, 1975), Quote - Gerald M. Caplan, p. v.

FIGURE 1



"RULES OF THUMB" FOR THE SELECTION AND
MAINTENANCE OF DATA 1/

Rule 1: Develop Data For More Than One Use

To minimize effort and maximize usefulness, steps should be taken to gather data that can be utilized for more than one purpose. The design, implementation and evaluation of a crime prevention program lends itself to this task. In fact, much of the information necessary for the design of a project will be useful in the ongoing management of an operation as well as in the evaluation phase of the work. The chart which follows illustrates this proposition. Notably, the data categories presented in the chart are those described in the remainder of the paper. Similarly, the program functions depicted are reviewed in relation to the various data types on the following pages.

Chart 1

Utilization of Crime Data In
Various Phases of a Crime Prevention Project

<u>Data Categories</u>	<u>Program Function</u>		
	<u>Design</u>	<u>Management</u>	<u>Evaluation</u>
Crime Statistics	X	X	X
Demographic Information	X		X
Efficiency Activity Info.		X	X
Effectiveness/ Impact Info.	X	X	X
Attitude/Opinion Information		X	X

Remember, the design, implementation (management) and evaluation phases are all closely interrelated. Thus, the information gathered in any one of the phases should, in most instances, relate to other elements of the project.

Rule 2: Consider Certain Prerequisites Before Collecting Data

To insure that the efforts taken in terms of data collection are not focused in wrong directions, a number of points should be considered. Among them are:

1/ Koepsell-Girard and Associates, 210 E. Broad Street, Falls Church, Virginia.

- Define Terms. Most data will be provided by other divisions or agencies. Thus, it will be important that a crime prevention unit define exactly what it will collect from such sources. For example, when collecting housing information it must be clearly stated whether all housing units in the city will be included or if just those occupied will be counted.
- Design Data Collection Forms at the Outset. Data gathering forms should be developed prior to collecting information. Notably, such forms, log books, tally sheets, etc. should be carefully constructed in that they will be used throughout the project period.
- Gain Agreement on Use of Existing Information at the Outset. In that, data that crime prevention units utilize will, in most cases, be developed by other agencies, staff will have no control over the completeness and/or accuracy of the information. Thus, at the outset, the crime prevention supervisor should make it clear to all concerned (i.e. commanding officers, criminal justice division representatives, etc.) that the information developed by other agencies and used by the unit will only be as accurate as the source data and that no efforts will be made to check or re-collect such information.
- Base the Data Collection Effort on Program Needs. A general understanding of the breadth of community problems has merit. However, due to limited staff and time, the crime prevention unit should collect only that data which relates to the general program areas to be considered; i.e. burglary, rape, auto theft, etc. In addition, staff should review the data requirements set forth in this manual to insure that such information will be included in the statistical aggregation process.
- Plan Data Collection at Outset In Terms of Usefulness. At the beginning of a program, information should be gathered which will serve to "focus" efforts for the remainder of the project period. Thus, "crime statistics" and "demographic data" should be aggregated. In addition, "efficiency/activity" data should be assembled from the outset to insure that adequate reporting can be provided to the funding agency.^{1/}

^{1/} Ibid.

Rule 3: Know The Resources and Constraints

The implementation of any program requires manpower, hardware, time and other resources (i.e. political and administrative support, etc.). Such resources have traditionally been at a premium in local police departments. Thus, it is critical to understand exactly where the unit stands in relation to what it can realistically accomplish. Experience has shown that when an "over-extension" occurs, significant problems and pressures may beset the crime prevention unit. For example:

- Promises of lowering the burglary rate by a specified percent may raise community expectations to such a level that undue pressure will be placed on the limited number of officers in the unit to effectively counter a problem that the department as a whole has not been able to handle;
- The crime prevention unit may also be scrutinized unduly by other divisions (i.e. patrol, investigations, etc.) that may take pleasure in pointing out the unit's problems and failures, if the program planned is too ambitious; and,
- Patrol officers may be given the impression that their efforts are ill-directed and that the crime prevention unit is being set up to provide the ultimate answer.

Thus, in developing a crime prevention data base, just as in planning on overall program, care should be taken to emphasize approaches that can realistically be implemented.

Rule 4: Expect to Collect and Maintain Information in at Least Five Areas

To design, implement and evaluate a crime prevention program, various types of data will be essential. The information that a crime prevention unit should collect and maintain includes:^{1/}

- Crime statistics;
- Demographic information (socio-economic information concerning the community);
- Efficiency/activity information (describes what the unit is doing);

^{1/} Ibid.

- Effectiveness/Impact data (illustrates what former police activities have accomplished in relation to a particular crime and what the crime prevention unit is achieving); and,
- Attitude/opinion information (indicates whether a crime prevention program is meeting a community's needs).

REVIEW OF THE PLANNING PROCESS

The above selection from Koepsell-Girard and Associates gives the planner a good basis for what to do, how to do it, and why it must be done. Now let us go back and review what has happened up to this point and go over the key elements.

In the past, the evaluation planning process has probably occurred but no one was really aware that it was happening. As was discussed in the Implementing Crime Prevention Section, an agency's real crime problem was not attacked because the guidelines for receiving a grant specified what the "Crime Problem" was, and gave guidelines for receiving the grant based on that problem. Thus, the crime problem specified by the granting agency became the crime problem of the agency implementing the program. As goals were established and objectives set, some thought was given to collecting and maintaining records on each program, but there was no formal process to assure that what was actually needed was obtained.

Here we come to the first key element of the process. There must be a formal procedure for selecting the needed data. The second key is that the data which is selected must serve several purposes. It must be useable in tracking the activity as the program proceeds and must provide useful data at program completion for the final evaluation.

The Formal Collection Plan

In recent years law enforcement has realized the need for data collection, but very little has been done and almost never was there any process formulated for the collection of data. When an agency was motivated to collect data, the emphasis was simply on keeping as much data as possible with no concern for what was needed. This was done in the hope that the data

collected would be sufficient. So, we have moved from a period when we gave almost no time to maintaining records, to a period where we expend useless manhours maintaining data which has no real meaning. The formal process will guard against the collection of data which is not needed; will consume a minimum number of manhours and maximize efficiency in data collection; and at the same time will provide useful data tools for evaluation purposes.

Data Serving Several Areas

Utilization of data must also be considered in the planning process. In most cases this process will fall into line with a minimum of effort. The data needed in the design of a program can and should be useful in the management of the program as the program progresses. The same data will then be useable in the final evaluation stages. This fact supports the inherent efficiency of the collection process.

The process requires input from all areas of the department. The chief's input should relate to the administration of the program. The supervisory level input should be concerned with data needed for management of the program. The line officer usually does not have the opportunity to provide input into this process, and this may have been a mistake in the past. The line officer should have input into this process since his knowledge can be an asset in the collection of data. The line officer needs certain data to guide his operation within a program. He can provide input regarding the validity of certain data, and can prevent the collection of data which might yield false or misleading figures.

REVIEW OF THE QUESTIONS

We have now formulated a Crime Prevention program while taking into consideration the evaluation needs of the program. In doing so we have compiled a great deal of information which we believe will help create and track the best possible total program. We must be as certain as possible of the soundness of the process at this point.

As indicated earlier, an evaluation plan provides the foundation for assembling information needed to assess linkages among project activities and outcomes. The soundness of this foundation can be assessed by reviewing each of its elements in terms of

several basic questions. These questions, listed below, constitute the criteria developed to review project-level evaluation plans or components.

Evaluation Review Questions 1/

1. Project Objectives

Questions to ask about project objectives when reviewing an evaluation plan include:

- a. Are the basic ideas of the project adequately translated into measurable goals and objectives?
- b. Are activity objectives delineated which specify:
 - type of service to be provided;
 - range or scope of services to be provided;
 - quantity of services to be provided; and
 - service recipients (e.g., target populations, target area)?
- c. Do the intermediate objectives which have been delineated specify:
 - kind and extent of improvement anticipated;
 - a quantified level of expected achievement;
 - the period of time deemed necessary to achieve objectives?
- d. Are outcome goals/objectives delineated which specify:
 - the kind and extent of improvement anticipated vis-a-vis the identified crime problem;
 - a quantified level of achievement, and
 - the period of time deemed necessary to achieve goals/objectives?
- e. Are activity objectives, intermediate objectives, and outcome goals/objectives logically linked together?
- f. Are the activity, intermediate, and outcome objectives realistic in terms of expected levels of achievement?

2. Evaluation Measures

Questions to ask about evaluation measures when reviewing an evaluation plan include:

- a. Are the basic ideas of the program adequately translated into the proposed measures? In other words, are key aspects/dimensions of project goals/objectives tapped by proposed measures? Are important side-effects (such as crime displacement or system changes) captured and accounted for?

1/ U.S. Department of Justice, Law Enforcement Assistance Administration, National Institute of Law Enforcement and Criminal Justice, High Impact Anti-Crime Program (Washington, D.C.: U.S. Government Printing Office, June, 1975), pp. 10-12.

- b. Do the proposed measures appear to be valid indicators of key project concepts and objectives? In other words, do the measures really measure what they are intended to measure?
 - c. Are the measures adequately operationally defined?
 - d. Are the proposed measures sensitive enough to show the nature and extent of changes which the project is expected to create both in terms of activities and outcomes? That is, can the specified unit of measure reveal changes which may be occurring in the targeted problem?
3. Evaluation Research Design/Methodology
- Questions to ask about the evaluation research design/methodology when reviewing an evaluation plan include:
- a. Is some basis for comparison specified in the evaluation component?
 - b. Is the basis for comparison sufficiently described to permit a critical assessment of its adequacy?
 - c. Does the evaluation research design/methodology provide controls (either through the treatment assignment process or collection and analysis of data) for:
 - selection biases;
 - inappropriate treatment selection criteria;
 - impact of natural phenomena (seasonal variation, maturation);
 - impact of events outside the project which could blunt or exaggrate measures of project outcomes?
4. Data Collection Plan
- Questions to ask about the data collection plan when reviewing an evaluation plan include:
- a. Are mechanisms for collecting required data clearly specified in terms of:
 - sampling approach;
 - sample size;
 - data collection forms;
 - data sources;
 - responsibility for data validation?
 - b. Are the data collection forms adequate mechanisms for collecting the range and level of data required to implement the research/methodology?

5. Evaluation Reporting Schedules
Questions to ask about evaluation reporting scheduled when reviewing an evaluation plan include:
- a. Is an evaluation reporting schedule included in the plan?
 - b. Is the schedule reasonable in light of:
 - project durations, and
 - nature of project?

THE EVALUATION AND DATA ANALYSIS

Crime Data

We must fully understand why there is a need to analyze crime data. The main reason is:

"To aid in the apprehension of criminals and assist in the prevention of crime."

This then becomes the primary use of the data and everything else done with the results of crime analysis is secondary to this goals.

What will crime data analysis tell us? Crime analysis means many different things to different people. To the line officer it indicates where things are happening, when they are happening, and may even tell him why they are happening.

To the line supervisor who spends most of his time behind a desk, crime analysis gives him concise information about what is happening around him by the week, month or year. Line supervisors can and do use crime data analysis in the evaluation of their personnel.

Administrative staff use crime data consistently to evaluate their current position relative to goals and objectives previously established for any particular time frame. Crime data shows the chief administrator much more than just who fell victim to what crime. With the correct information the chief administrator can set policy, modify existing policy, and talk knowledgeably about the crime profile in the community.

Demographic Data and Program Data

For crime data analysis to be meaningful, there must be other information fed into the process. The crime data will tell

what is happening and where it is happening. To obtain useful information beyond this, we must feed in demographic data and program data.

The basic demographic data is needed to determine the total number of people in the agency's jurisdiction, the number who will be affected by an activity, the number of households, the socio-economic levels in the selected areas, and geographic factors which may be present.

The program data must contain more than just the number of activities completed. We must know how a service was provided, what the service included, how much attention to detail was provided, who received the service, how well the service was received and what was done as a result of the service.

Evaluating the Combined Data

A meaningful evaluation will combine all assembled data into a useful picture of the outcome of a program. To simply say that a certain crime rate went down because a certain program activity met with success does not give any valid information about the program. We must relate program activity information to a specific area, to a specific population, and to a specific level of activity, and compare victimization rates between persons who were active participants and those who were not.

For example, if the rate of C.B. radio thefts went down during a given period of time, we must compare it with the rate of thefts for a comparable period of time. We must compare the victimization rate of persons who protected their C.B.'s through a program activity with the victimization rate of those persons who did nothing to protect their C.B. radios. If the information clearly shows that under like circumstances the number of C.B.'s stolen from persons who protected their C.B.'s was less than the number of stolen from persons who did nothing, we then have meaningful data to verify a statement that protection of C.B.'s through a specific act will help reduce the theft rate.

Displacement Effect

We must stop at this point because we still may not have reduced the crime. We may have only displaced the crime to another area. Determining this effect is even more difficult. Unless we have sufficient data from the surrounding areas we may never know, and if we do not have the capability to make this determination, we can not say that we have really reduced the crime. We only can say that we have reduced the crime rate in a given area.

CONTINUED

1 OF 6

EVALUATION DATA FORMS

The planning processes used to determine what data is needed will have little or no meaning if there is no tool available by which data can be collected and maintained.

Collecting the Data

The two areas of concern are crime data and program data. Collection of crime data can begin with the department's offense reports which already contain some of the needed information and can be altered to provide some of the additional information needed. The crime data which cannot be obtained through the department's offense reports will have to be obtained through the use of a form designed specifically for that purpose.

The program data will have to be collected through the use of other well-designed forms. The forms should be simple, easy to use, and easy to retrieve information from. The forms should reveal as much information as possible without becoming confusing. Several programs may require the same data and a single form can be designed for the collection of certain data for all programs.

Evaluation Guideline

I. INTRODUCTION

- The Introductory paragraph describes the location of the agency's jurisdiction, giving the size in terms of square miles, population, total number of businesses, total number of households, and the size of the agency.
- A second paragraph is used if there are specific conditions within the agency or jurisdiction which would affect the normal operation of a crime prevention program.

II. GOALS AS STATED IN THE GRANT

- This section outlines the goals and objectives stated in the grant along with a brief summary of accomplishments toward meeting the goal(s).

- Also covered are crime statistics both during the period of the grant and several years prior. (preferably 2 or 3 years prior.)

III. OFFICE SPACE

- Contains a brief paragraph or two stating the adequacy or inadequacy of the office space and recommendations for improvement.

IV. EQUIPMENT

- Includes a brief statement indicating if the unit's equipment is sufficient and recommendations for additional equipment for improvements.

V. TRAINING OF CRIME PREVENTION PERSONNEL

- Contains a complete section on the crime prevention training activity of the department. An analysis of the training completed is related to the specific crime prevention program being conducted by the unit. Recommendations for additional training and explanations as to why such training should be attempted are also included.

VI. CRIME PREVENTION PROGRAMS

- Contains a complete breakdown of the basic crime prevention programs and any additional programs which might have been implemented by the unit. Each program is broken down as indicated below and an analysis of the effects are given.

A. Security Surveys or Inspections

1. Residential Surveys

- Number of residential surveys conducted.
- Number of residential surveys stated in goals for grant.
- Number of households in city.
- Participants that were burglarized compared to non-participant burglary rate.
- Was a compliance rate kept?
- How did surveys originate (PI, public presentations, one to one contact, etc.)?

- Any burglaries prevented because of compliance to recommendations?
- Any special features, methods for improvements and recommendations?

2. Business Surveys

- Number of business surveys conducted.
- Number of business surveys stated in goals for grant.
- Number of businesses in city.
- Participants that were burglarized compared to non-participant burglary rate.
- Was a compliance rate kept?
- How did surveys originate (PI, public presentations, one to one contact, etc.)?
- Any burglaries prevented because of compliance to recommendations?
- Any special features, methods for improvements and recommendations?

B. Operation Identification

1. Total number of households in city or county.
2. Total number of participants in Operation I.D. (both total participants and new participants during grant period).
3. Percentage of participants vs. total households.
4. Comparison between participants and non-participants burglary rates.
5. Recovery rate of marked property stolen.
6. Number of engravers.
7. How were participants enrolled?
8. Any methodology used that was either good or bad and recommendations for improvements.
9. How did participants find out about Operation I.D.?

C. Neighborhood Programs

- Total number of households, participating (total number of groups, and households in each group).
- Comparison against total number of households.
- Burglary rate of participants vs. non-participants
- Any requirements, special features, or methods used.
- Any recommendations for improvement.

D. Public Presentations

- Total number of public presentations with:
 1. dates and times.
 2. subject matter - films used - others.
 3. number of persons in attendance.
- Percent of population reached.
- Number of calls for other crime prevention services.

E. Bicycle Theft Program

- Total number of bicycles marked.
- Recovery rate for marked bicycles.
- Any special methods used to reach participants.
- Comparison between theft rate of previous years and reporting year.

List of other programs:

1. Armed robbery prevention.
2. Check and credit card.
3. Shoplifting.
4. Rape prevention.
5. C.B. Marking program.

VII. PROGRAM IMPACT

- A complete analysis of the impact of the program on the goals, citizens attitudes (changes) and impact on the crime rate.

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IMPLEMENTING A CRIME PREVENTION PROGRAM: A MARKETING APPROACH

IMPLEMENTING A CRIME PREVENTION PROGRAM: A MARKETING APPROACH

"Many law enforcement agencies throughout the nation presently operate active crime prevention programs. However, some of these agencies are, in fact, conducting community relations projects rather than crime prevention programs. As a result, instead of the target-hardening effect of crime prevention, we are observing crime prevention units becoming speakers bureaus officer friendly programs concentrating on improving the police/community image, and pamphlet and brochure peddlers." Texas Crime Prevention Manual.

Anyone organizing a crime prevention program surely wants it to be effective. No one plans an ineffective program. Yet what is effective? And what steps should be followed in planning and implementing a program so that it will be effective? And what should be avoided along the way so that a program planned for effectiveness doesn't degenerate into something less?

In recent years, successful and progressive business organizations have been adopting the procedures and philosophies of marketing. A quick glance at some of the basics of marketing will suggest some interesting and vital applications for the crime prevention field. In fact, a department which follows the basics of marketing in planning and presenting a crime prevention program will have a significant head start in achieving an effective, successful effort.

What is marketing?

Larry Rosenberg of New York University has penned the following short definition:

"Marketing is a matching process, based on goals and capabilities, by which a producer provides a marketing mix (product, services, advertising, distribution, pricing, etc.) that meets consumer needs within the limits of society."

This short sentence suggests that we are the producer offering a service (crime prevention information, persuasion and equipment) to meet consumer needs (to live in less fear of crime, to have a more secure residence and way of life). Moreover, we do this by a matching process where there is interaction, and the process itself is based on goals, which the producer has developed with the consumer in mind, and capabilities. Capabilities doesn't mean just what one crime prevention officer can do. Rather, it refers to the total resources which can be mounted through organization.

Marketing as it applies to crime prevention will become even clearer as we review the three basic phases of the field. As we turn to those basics, however, keep in mind two vitally important characteristics of marketing:

1. Marketing is customer-oriented.
2. Marketing is a total managerial process.

Here are the three basic phases of a marketing strategy:

1. Market anticipation. This is the planning process in which the producer (YOU) attempts to anticipate what the consumer (CITIZENS) want and need, either through educated guesses or formal research, or both.
2. Market offering. This is the entire presentation you make to your public, including literature, speeches, door-to-door contacts and the like.
3. Market transaction. This is the "sale" in business circles. In crime prevention terms, it's when someone actually engages in some aspect of crime prevention such as marking his/her property. It is the step which too often falls by the wayside in many crime prevention programs.

Now lets explore these three components in a little more detail, remembering that marketing is a total managerial process which is customer-oriented.

It also should be noted that the strategies we'll be looking at are not limited to those programs which are just now beginning. The principles of marketing can be applied at any time, even to programs which have been in existence for years, although of course those principles may indicate some appropriate revisions in concept or operations. Moreover, the phases are continuous and we should periodically review them as a "checklist" for our activities.

Market Anticipation

One of the first steps of this planning phase is to develop a data base and to analyze it in terms of what your program priorities should be.

But remember the reference to "capabilities" in the definition of marketing? Your capabilities are all of the resources you can mount in your campaign to prevent crime. Even in this first step of developing information, you may be able to get help from the appropriate divisions of your own department, or you may be able to enlist the help of a retired volunteer or even a researcher loaned from a company in your community.

You should attempt to develop information on the categories of crime, date, time and location, victims, methods of entry, property taken, dollar loss, etc. But you don't need to be a graduate statistician to develop some common-sense trends from the data, and you shouldn't rely entirely on file data in any event. There are varieties of special situations such as unreported crime

or particularly intense fear of certain crimes which you should take into account in planning your program.

Another logical step in the market anticipation process is the organization of "capabilities" -- resources. Sometimes you might begin to feel that you have to do everything yourself, but don't let that type of thinking take hold. You can't do it all by yourself. No successful community program ever was staged by one crime prevention specialist. The entire concept of marketing is that it is a team effort and you are the leader of that team, in your area.

There are three kinds of resources: people, materials and equipment. By far, the most important is people.

An ideal source of staffing help is your own law enforcement agency. While crime prevention may exist organizationally as a separate unit, it should not be functionally isolated. An early goal should be to provide orientation training for patrolmen, so that as they respond to citizen calls, they can be promoting crime prevention.

Perhaps more than most states, we here in Washington have a strong tradition of volunteer activism. If you are going to organize an effective and outstanding program, you simply have to get help. And you can't wait for a team of superb volunteers to walk in through your door. You have to recruit them.

Most of the materials you will need for a sound crime prevention program are available throughout the state and at no charge as part of Washington Crime Watch. This includes various educational brochures; Operation ID stickers, posters and bumper strips; slide shows and films.

The final category of resources is equipment. Hardware needs sometimes are overemphasized in crime prevention. If you have organized your people and obtained your materials, you can execute a sound crime prevention program with easy access to a slide projector, movie projector and one lock display.

(NOTE: For a more detailed presentation, see the separate chapter.)

As another part of our market anticipation, it is vital that we develop a goal which is related to:

1. The information we have developed;
2. The capabilities (resources) we have organized;
3. The consumers we are trying to reach.

The formulation of our goal should be guided by the third component of marketing transaction. We want something to happen. We want people to participate. Our goal is not to increase the popularity of the colors red and white, or to get more people whistling the tune to "Winston tastes good, like a cigaret should."

Our goal is to get people to buy our product, which in crime prevention means to get people to participate in some facet of crime prevention, such as property-marking or target hardening. Hearing a talk or seeing a display is never the goal, but only a means to the goal.

Inherent in the development of a goal is the matter of setting priorities. It is virtually impossible to mount an effective crime prevention program in terms of public participation while at the same time attempting to respond to every crime category, every geographical area, every interest group. One of the dangers of crime prevention programs throughout the nation is that old problem, "spreading

yourself too thin." You can avoid this by developing a goal based on information, capabilities and consumers and then molding your strategy to reach that goal.

It has been said that law enforcement traditionally has been reactive, responding after the fact, whereas crime prevention is pro-active, taking action in advance to influence the course of later events. But is easy for a crime prevention program itself to become reactive -- trying to respond to all manner of requests, irrespective of how they fit into the master plan. You will have a more effective program if you are aggressive in keeping it pro-active -- reaching out to do those things which do fit in with your goals and priorities.

Once you have developed a strategy based on goals and priorities, stick to it. Regularly analyze your activities in the light of your overall strategy. Thus, you may decide to do certain marginal things for the sake of community relations or whatever. But you will know what you are doing and why. And you will be able to limit such marginal items so that the main thrust of your program remains clearly aimed at your target.

It has been said:

To fail to plan is to plan to fail.

Implicit in the concept of effective planning is the idea that the plan will be followed (or revised as appropriate). By regularly checking your program's activities against your goals and priorities, you will better assure that you execute your strategy and get results.

As we move from the establishment of goals to the development of a strategy designed to reach those goals, we move to the second

component of marketing, market offering.

Market Offering

Here again it is vital to begin by recalling the two fundamental characteristics of marketing: It is a consumer-oriented total managerial process.

Too often crime prevention officers have developed strategies based not on the consumers, but on the preference or convenience of the department or on other considerations which are not consumer-oriented.

Let's remember that even though programs like Operation ID have been around for a few years now, much of what we want to convey to the public is new to them. Even a technically-oriented person who can work with cars or radios probably doesn't know the first thing about locks. And although people are used to going to the grocery every week to shop, they are not used to coming to the police headquarters for engravers or the like.

These factors suggest that we should keep it simple and bring the program to the people, rather than expecting the public to come to us. As we learn to develop our strategy with the consumer (public) in mind, we will automatically mold a program which is going to be more effective with the public.

The category of market offering includes every step of the process after planning, including manufacturing, brand name, pricing, distribution, advertising, shelf space display, personal selling and so on.

Obviously, market offering involves a lot of different people and a lot of different functions. As a local crime prevention

officer, you are a part of a large team and the leader of your local team. You don't have to do everything yourself.

Some elements of market offering don't concern any of us in crime prevention. Pricing, for example. But let's talk about some important elements of market offering that do concern us.

The areas of advertising, selling and publicity often are misunderstood. It is crucial that everyone involved understand the separate functions these activities are expected to perform, so that we don't use the wrong tool at the wrong time.

These are the things we need to do:

1. Overcome ignorance with information
2. Overcome inertia with persuasion

One aspect of the informational program involves the mass media approach and is highly impersonal. This would include television and radio spots, billboards, posters, plus statewide, regional or local news and feature coverage.

It is important to understand the function of such offerings. They can create awareness and receptivity. They can even be informational and perhaps even somewhat persuasive. They should make the public more receptive when your program comes to them. But this type of impersonal and mass-media approach generally won't bring the public to you in significant numbers and certainly not on a continuing basis.

Nor should we overestimate the power of such messages. A good story in the local paper is vitally important to us, but to the general public, it is just a fraction of one of many pages. People today are subjected to hundreds of professionally-produced messages each day, and the competition for attention and retention

is keen.

Thus, we should take advantage of every opportunity to promote crime prevention and, notably, the logo as the symbol of preventive action and marked property. Successful business firms long ago recognized the importance of brand names and distinctive packaging in making an impression on customers. They back up their understanding with a substantial investment. We can and should adopt the same approach. We should not miss an opportunity to prominently display the logo.

With a little forethought, it often is possible to combine several goals in one project. Let's say, for example, that you are going to kick-off an intensive Operation ID campaign in a given neighborhood and you want the local newspaper to help you publicize the effort.

Why not set-up a photo in which one of your crime prevention volunteers is shown placing a window sticker on the home of a prominent citizen in that neighborhood. That way, you will accomplish three things:

1. Publicity for your drive;
2. Recognition for your volunteer;
3. Additional awareness of the logo.

Every effort should be made to "piggyback" publicity so that you always accomplish at least two objectives, not just one. But remember, even fantastic publicity is just a drop in the bucket to a public bombarded with messages. You simply can't depend on it to keep customers coming to you.

If your program is going to have significant penetration in your community, if you are going to have a high degree of

participation, you have to use the more personal type of presentations such as civic-club talks or, even better, neighborhood meetings. In these forums, the crime prevention officer can move very conveniently from category one (overcoming ignorance with information) directly into the second category (overcoming inertia with persuasion).

At this point, it might be useful to recall the traditional definition of crime prevention:

..... the recognition of criminal risks and the taking of some action to reduce or eliminate those factors. [Emphasis added.]

We are doing only half of our job if we simply provide information on the opportunity for crime. The more challenging part of our task is to create an environment which will provide the most encouragement for large numbers of citizens to take action to prevent crime. Put another way, the easier we make it for people to participate in crime prevention practices, the more successful our program will be. We have to make it difficult for people not to participate!

What are the practical implications of that?

For one thing, we have to see ourselves as organizers, managers. We have to involve other people as integral parts of our program. It might be an existing neighborhood organization that would get involved just for the purpose of that one neighborhood. Or, it might be individual citizens who could become an integral part of your program throughout your jurisdiction.

Once you have begun to develop your manpower capability, you will find it easier to address the second implication of a program oriented to people participation, and that is, to carry the program

as directly as possible to the people where they live and work.

The most effective way to do that in the experience of most successful programs is to work with an individual neighborhood, organizing it block by block. Put several engravers into the neighborhood and arrange a mechanism by which those engravers will be passed along once they are used. If you can arrange volunteers to help people mark their property and then put up window stickers, so much the better.

If you accept an invitation to speak to a group, try to tactfully condition your acceptance on the group's willingness to participate after they listen. Take a couple of engravers with you to the meeting. Arrange, preferably in advance, to have a member of that club or one of your own volunteers serve as a liaison person to encourage each member of the audience to mark property as a follow-up to your presentation.

The "bottom line" recommendation is that you adopt as your program goal the widest possible degree of actual participation, not just awareness or information. With your goal clearly in mind, you should approach your program with a clear priority that will lead to that kind of participation. This inevitably will mean that you may have to say "no" to some requests. It will mean that you will regularly and actively minimize the kind of activities that involve casual contacts of an information-only or awareness-only nature such as displays in malls and fairs, and you will maximize the intensive contacts which are most likely to lead to action on the part of the citizens with whom you are in contact.

It is important to exercise this type of selectivity because most crime prevention units do not have as much time or staff

support as would be ideal, and they simply can't do everything.
Therefore, what you do must really count toward getting results.

If you approach your program with a clear goal of citizen participation and a firm set of priorities designed to maximize participation, you can almost bank on having a successful program.

Market Transaction

The third phase of the marketing chain is market transaction. If you were part of a business organization, the transaction would mean the sale, the customer's purchase of your product or service.

As has already been emphasized in this chapter, in crime prevention programs, transaction means (or, at least, it should mean) not just awareness but actual participation in security practices.

As you plan your program's activities for the future, you will succeed in getting a high level of personal transactions if you develop:

- . a customer-oriented plan in your "anticipation" phase, and
- . a prioritized, goal-oriented program in your "offering" phase.

By way of review, remember that everything we do must be customer-oriented and it must be viewed as a total and organized managerial process operating on a system of priorities.

Plan. Organize. Delegate. Follow-up.

By following the principles of marketing, you will increase your ability to offer a well-conceived program which will get the kind of results we need to eventually impact crime in our communities.

STATE AND LOCAL CRIME PREVENTION LEGISLATION

STATE AND LOCAL CRIME PREVENTION LEGISLATION

Within the framework of basic crime prevention training, emphasis is placed on the anticipation, recognition and appraisal of existing crime risks and the development of recommendations to the citizens to either remove or reduce these risks. Reviewing this statement, one can see that the crime risk must exist before recommendations can be developed. Unfortunately, depending upon the type of risk, complete elimination is not always possible. Therefore, it would be more practical if the risk never existed, thus necessitating no corrective action. At first, this may seem impossible; but when one considers that crime risks are built into businesses, homes and communities, it is more feasible that these risks be eliminated at the construction stage. This can be accomplished through the use of environmental design in devising logical security requirements which can be initiated during construction.

Crime prevention through environmental design is a process by which crime risks, or criminal opportunity, can be reduced or removed at the blueprint stage of construction. It is a most effective means by which the police, the builders, local governments and the citizens can join together to develop a safe, secure and architecturally sound environment. It is a process by which security items can be built into new construction and remodeled at a minimum cost to the consumer. Through environmental design planning, the crime prevention officer has learned to utilize security hardware and intelligent design measures to develop both residential and business structures that will resist criminal attacks. However, in order to have compliance with these security recommendations, there must be some vehicle devised that will insure compliance. A security code provides this vehicle.

A security code can be defined as:

An ordinance which establishes minimum security standards that must be incorporated in new (and sometimes existing or remodeled) structures for the purpose of protecting the inhabitants of that structure and the property contained therein.

The use of building security codes is not new. The Code of Hammurabi, dated at 2200 B. C., represents the oldest known building code. It provided that:

"If a builder builds a house for a man and does not make its construction firm and the house collapses and causes the death of the owner of the house--that builder shall be put to death.

If it causes the death of a son of the owner--they shall put to death a son of that builder."

This code probably prompted good construction and additionally discouraged a lot of people from going into the construction business.

The core idea of building security codes is effective physical barriers, an idea used since man first rolled a rock against his cave door. Now, through the enactment of building security codes which mandate compliance with minimum standards of security hardware, lighting and architectural design, cave owners and builders can be required to provide the rock.

Architects sometimes think about beauty instead of security. Contractors are cost conscious and sometimes security doesn't come cheaply. It is therefore imperative that representatives of these industries be brought aboard early and given the opportunity to assist the development of such a code. Obviously, law enforcement should also be included in this process.

Minnesota is now attempting to develop a code incorporating the best features of existing codes. Texas and California have done long and extensive work in testing materials and developing material standards. Information is now available that can tell how to best secure a skylight or that could describe the minimally accepted barrier to prevent intrusion by a six-foot, one hundred eighty pound man, with or without a crow bar. Therefore, the groundwork has been done; but in terms of the utilization of building codes, law enforcement is light years behind fire enforcement. In Washington, we have demanded by statute that mausoleums and columbariums be of Class A, fire proof construction. We have plumbing codes and we have electrical codes; but we do not have one thing at the state level demanding a decent lock on an apartment door. Seattle has--they were the pioneers, not only in the State of Washington, but nationally. Seattle's code is still looked upon as a model nationwide. (A copy of Seattle's code is appended to this chapter.) Yakima and Tacoma have followed suit. King County allows special considerations to contractors who comply with certain security specifications; but that's about it--nothing at the state level--nothing to ensure that each cave has a rock to roll against the door.

The enforcement of a security code should be the responsibility of the Building Inspector's office. The persons within this department are the most qualified to enforce the code and in instances where the security code is incorporated within the building code, the Building Inspector's office will be responsible for its enforcement automatically.

The International Conference of Building Officials (ICBO) is in the process of developing a model building security code for consideration by any interested legislature at the local, state or federal level. This code, which should be completed in the near future, not only incorporates proven principles of crime prevention, but also represents a joint effort of the ICBO and the construction industry. This would certainly make it more palatable to the industry, which traditionally has resisted security code enactment.

There is another important area which is being addressed through legislation; false alarms. For a substantial period of time, crime prevention has preached burglar alarms and various other intrusion protection devices. Sometimes there has been a lack of quality control regarding both the systems and the installer. By attempting to tackle one problem, another has been unwittingly created--false alarms, which represent a growing inconvenience to the law enforcement agencies who must respond and a growing waste of public resources. In Seattle, an average alarm incident requires thirty-six minutes of police time. In Bellevue last year, there were 134 bank alarm calls--132 of them were false. Nationally, cities are addressing the problem through enactment and application of ordinances which ensure that all alarm installations meet minimum standards and are installed by reputable persons. Through such an ordinance, Richmond, California has reduced the number of false alarms by 60%. Seattle and Portland are each addressing the problem in a different way. Seattle utilizes a system of fines and Portland combines the requirement of permits for alarm system users with fines. Copies of the Seattle and Portland ordinances are appended to this chapter.

Obviously, the most comprehensive way in which to answer the problems of alarm installation and use and general building security is through statewide legislation. Crime Watch staff and members of the state's Crime Prevention Association have been concerned with this area for some time and it is hoped that substantial progress toward this goal will be made in the near future, possibly utilizing the ICBO Code, once it is completed.

SEATTLE
SECURITY ORDINANCE #98900

Ordinance Covers Groups:

- A. 1 - Any assembly building with an occupant load of 1,500 or more
 - 2 - Any assembly building with an occupant load of 900 to 1,500
 - B. 1 - Any assembly building with an occupant load of 300 to 900
 - 2 - Any assembly building with an occupant load less than 300
 - 3 - Stadiums and reviewing stands; amusement park structures not included in group A. or group B. divisions 1 or 2
- * Exit door with panic hardware are exempt from ordinance.
- E. 1 - Storage and handling of hazardous and highly combustible materials; storage and handling of small quantities of containers with flammable liquids, as defined in section 3.04.130 paint and oil stores with bulk handling; painting shops.
 - 2 - Storage and handling of large quantities of containers with flammable liquids as defined in section 3.04.130; dry cleaning plants using flammable liquids.
 - 3 - Shops and factories where loose combustible fibres are manufactured; or where dust is generated; wood-working establishments in excess of 3,000 square feet, planing mill, and box factories.
 - 4 - Warehouses for highly combustible material; repair garages; boatyard structures.
 - 5 - Aircraft repair hangars.
- F. 1 - Gasoline filling stations
 - 2 - Wholesale and retail stores; restaurants with less than 300 capacity; factories, workshops using flammable or combustible materials; ice plants; warehouses and storage rooms for combustible goods.
 - 3 - Aircraft storage hangars; open deck parking garages; boat moorage.
- G. Office buildings; lodgehalls, exposition halls, club rooms, specialty schools and social halls with less than 100 capacity; clinics; printing plants, shipyard structures; animal habitations; mortuary establishments; power plants; cold storage; creameries, workshops, and dry cleaning plants using non-flammable and non-combustible materials; warehouse and storage rooms for non-combustible goods; commercial green houses.

SEATTLE
SECURITY ORDINANCE #98900
(Continued)

Groups exempt from ordinance C. D. H. I. & J. Covers schools, hospitals, mental sanitariums, nurseries, retired persons' homes, hotels, motels, police and fire stations, apartment houses, lodging houses, convents and monasteries, one and two family dwellings, private garages, sheds and minor buildings not exceeding 1,000 square feet.

Seattle
Ordinance No. 98900

AN ORDINANCE relating to and requiring security devices for prevention of burglary in certain buildings used for business purposes and providing penalties for violations.

BE IT ORDAINED BY THE CITY OF SEATTLE AS FOLLOWS:

Section 1. SECURITY REQUIREMENTS; EXEMPTIONS. Except as herein-after specifically exempted, all existing and future buildings in the City used by any person for the purpose of conducting, managing, or carrying on any business, shall, when not occupied by a watchman, maintenance personnel, or other authorized persons during the period that such building is closed to business, be so secured as to prevent unauthorized entry in accordance with specifications for physical security of exterior accessible openings as provided in Sections 5 and 6 of this ordinance; Provided, that buildings used for Group "C", "D", "H", "I", or "J" occupancy as defined in the Building Code (Ordinance 85500) shall be exempt from the provisions of this ordinance; and provided further that

(1) buildings used for Group "A" or "B" occupancy as defined in said Building Code, and

(2) buildings required by said Building Code to have exit doors equipped with panic hardware locks,

shall be exempt from the provisions of this ordinance relating to exterior doors.

Section 2. ENFORCEMENT; RIGHT OF ENTRY. The Chief of Police is hereby authorized and directed to enforce the provisions of this ordinance, and upon presentation of proper credentials, the Chief of Police or his duly authorized representative may, with the consent of the occupant or pursuant to a lawfully issued warrant, enter at reasonable times, any building or premises used for business purposes for the purpose of inspecting the physical security of exterior accessible openings of such building or premises.

Section 3. RESPONSIBILITY FOR COMPLIANCE. Responsibility for compliance with the specifications set forth in Sections 5 and 6 of this ordinance shall be as follows;

(1) As to buildings occupied by a business establishment which does not share the exterior openings of such building with any other business establishment, the person operating such business shall be responsible.

(2) As to buildings occupied by two or more business establishments which share the use of exterior openings of such building, the owner of said building, or his agent having charge, care or control of such building, shall be responsible.

Section 4. INSPECTION; NOTICE. The Chief of Police shall inspect or cause to be inspected the accessible exterior openings of every building

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subject to the provisions of this ordinance, and if he shall find accessible exterior openings in any such building which do not comply with the specifications set forth in Sections 5 and 6 hereof, he shall give notice in writing to the person responsible, as designated in Section 3 hereof, setting forth the deficiencies which are to be corrected, and the period of time within which such corrections shall be completed. Failure to comply with such notice within the period of time specified shall be a violation of this ordinance.

Section 5. SECURITY MEASURES; LOCKING DEVICES. All exterior openings of any building used for business purposes and subject to the provisions of this ordinance and not otherwise protected by photo-electric, ultrasonic or other intrusion detection devices, approved by the Chief of Police, shall be secured as provided in this section; provided that locking devices on exit doors in buildings used for Group "E", "F" and "C" occupancies as defined in the Building Code (Ordinance 85500) shall comply with the requirements of Section 3303 of said Building Code.

A. FRONT DOORS. All front doors of any such building or premises shall comply with the following requirements:

(1) Tempered glass doors, wood or metal doors with tempered glass panel, solid wood or metal doors shall be secured as follows:

(a) A single door shall be equipped with either double cylinder dead lock that unlocks from both the outside and inside by key, or with cylinder dead lock that unlocks from the outside by key and inside by turnpiece, handle, or knob, or with dead locking latch having guarded bolt that unlocks from the outside by key and inside by turnpiece, handle, or knob.

(b) On double doors the active leaf shall be equipped with a type of lock as prescribed for single doors above and the inactive leaf shall be equipped with flush bolts at head and foot.

(2) Doors with glass panels not of tempered glass and doors that have nontempered glass panels adjacent to the door frame, shall be secured as follows:

(a) A single door shall be equipped with cylinder dead lock that unlocks from both the outside and inside by a key.

(b) On double doors the active leaf shall be equipped with cylinder dead lock that unlocks from both the outside and inside by a key and the inactive leaf shall be equipped with flush bolts at head and foot.

(3) Rolling overhead doors that are not controlled or locked by electric power operation shall be equipped on the inside with the following protective devices:

(a) Manually operated doors shall be provided with slide bolts on the bottom bar.

(b) Chain operated doors shall be provided with a cast iron keeper and pin for securing the hand chain.

(c) Crank operated doors shall be provided with a means for securing the operating shaft.

(4) A solid overhead, swinging, sliding, or accordion garage-type door shall be secured with a cylinder lock, padlock, and/or metal slide bar, bolt, or crossbar on the inside when not otherwise controlled or locked by electric power operation. If padlock is used, it shall be of hardened steel shackle, with minimum four pin tumbler operation. In the event that this type of door provides the only entrance to the front of the building, a cylinder lock or padlock may be used on the outside.

(5) Metal accordion grate or grill-type doors shall be equipped with metal guide track at top and bottom and a cylinder lock and/or padlock with hardened steel shackle and minimum four pin tumbler operation.

(6) Outside hinges on all front doors shall be provided with non-removable pins. Such hinge pins may be either welded, flanged, or secured by a screw.

B. REAR, SIDE AND BASEMENT DOORS. All accessible rear, side and basement doors of any such building or premises shall comply with the following requirements:

(1) All doors of the types listed below shall comply with the requirements of subsection A of this section for front doors.

(a) Tempered glass doors, wood or metal doors, with tempered glass panel.

(b) Metal doors

(c) Rolling overhead doors.

(d) Solid overhead, swinging, sliding or accordion garage-type doors.

(e) Metal accordion grate or grill-type doors.

(2) Doors with glass panels and doors that have glass panels adjacent to the door frame shall be secured as follows:

(a) The glass panel shall be covered with iron bars of at least one-half inch round or 1" x 1/4" flat steel material, spaced not more than 5" apart, or

(b) Iron or steel grills of at least 1/8" material of 2" mesh.

(c) If the door or glass panel barrier is on the outside, it shall be secured with rounded head flush bolt on the outside.

(d) If the remaining portion of a door panel exceeds 8" x 12" (excluding door frame), is of wood, but not of solid core construction, or is less than 1-3/8" thick, said portion shall be covered on the inside with at least 16 gauge sheet steel attached with screws.

(3) Wood doors, not of solid core construction, or with panels therein less than 1-3/8" thick, shall be covered on the inside with at least 16 guage sheet steel attached with screws.

(4) Locking Devices

(a) A single door shall be equipped with either double cylinder dead lock that unlocks from both the outside and inside by key, with cylinder dead lock that unlocks from the outside by key and inside by turnpiece, handle, or knob, with dead locking latch having guarded bolt that unlocks from outside by key and inside by turnpiece, handle, or knob, or with approved slide bar bolt, crossbar, and/or padlock. If padlock is used, it shall be of hardened steel shackle, with minimum four pin tumbler operation.

(b) On double doors the active leaf shall be equipped with a type of lock as prescribed for single doors above and the inactive leaf shall be equipped with flush bolts at head and foot.

(5) Outside hinges on all rear, side and basement doors shall be provided with nonremovable pins. Such hinge pins may be either welded, flanged, or secured by a screw.

C. ROOF DOORS. All doors that exit onto the roof of any such building or premises shall comply with the following requirements:

(1) Doors with glass panels and any glass panels that are adjacent to the door frame shall be protected as follows:

(a) The glass portion shall be covered with iron or steel grills of at least 1/8" material of no more than 2" mesh securely fastened.

(b) If the door or glass panel barrier is on the outside, it shall be secured with rounded head flush bolt on the outside.

(c) If the remaining portion of a door panel exceeds 8" x 12" (excluding door frame) and is of wood, but not of solid core construction, or is less than 1-3/8" thick, said portion shall be covered on the inside with at least 16 guage sheet steel attached with screws.

(2) Wood doors not of solid core construction, or with panels therein less than 1-3/8" thick, shall be covered on the inside with at least 16 guage sheet steel attached with screws.

(3) All roof doors shall be provided with a lock that will permit the door to be opened from the inside without the use of a key or any special knowledge or effort.

(4) Outside hinges on all roof doors shall be provided with nonremovable pins. Such hinge pins may be either welded, flanged, or secured by a screw.

D. GLASS WINDOWS. The Chief of Police shall, with the advice and assistance of the Chief of the Fire Department, determine the extent of protection, if any, that will be required for accessible glass windows at the side or rear of such building. Glass windows shall be deemed accessible if less than eighteen (18) feet above ground. In making his determination he shall consider whether the side of the building fronts on a street, the area, location and contents thereof, and whether such openings are protected by intrusion detection devices.

(1) The Chief of Police may require side and rear glass windows with a pane exceeding ninety-six (96) square inches in area, with its smallest dimension exceeding 6", to be protected in the following manner:

(a) Inside or outside iron bars of at least one-half inch round or 1" x 1/4" flat steel material, spaced not more than 5" apart, securely fastened, or

(b) Inside or outside iron or steel grills of at least 1/8" material of 2" mesh securely fastened.

If such barrier is on the outside, it shall be secured with rounded head flush bolt on the outside.

(2) If the side or rear window is of the type that can be opened, it shall, where applicable, be secured on the inside with either a glide bar, bolt, crossbar, and/or padlock with hardened steel shackle, and minimum four pin tumbler operation.

(3) Outside hinges on all side and rear glass windows shall be provided with nonremovable pins. Such hinge pins may be either welded, flanged, or secured by a screw.

E. ACCESSIBLE TRANSOMS. All exterior transoms exceeding 8" x 12" on the side and rear of any such building or premises shall be protected by either of the following:

(1) Outside iron bars of at least 1/2" round or 1" x 1/4" flat steel material, spaced no more than 5" apart, or

(2) Outside iron or steel grills of at least 1/8" material but not more than 2" mesh.

Such barrier shall be secured with rounded head flush bolt on the outside.

F. ROOF OPENINGS. All exterior openings on the roof of any such building or premises shall be protected as follows:

(1) Glass skylights shall be provided with:

(a) Iron bars of at least 1/2" round or 1" x 1/4" flat steel material under the skylight and securely fastened, or

(b) A steel grill of at least 1/8" material of 2" mesh under the skylight and securely fastened.

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(2) Hatchway openings shall be secured as follows:

- (a) If the hatchway is of wooden material, it shall be covered on the inside with at least 16 gauge sheet steel attached with screws.
- (b) The hatchway shall be secured from the inside with a slide bar or slide bolts. The use of crossbar or padlock is unauthorized, unless approved by the Chief of the Fire Department.
- (c) Outside hinges on all hatchway openings shall be provided with nonremovable pins. Such hinge pins may be either welded, flanged, or secured by a screw.

(3) Air duct or air vent openings exceeding 8" x 12" shall be secured by covering the same with either of the following:

- (a) Iron bars of at least 1/2" round or 1" x 1/4" flat steel material, spaced no more than 5" apart and securely fastened, or
- (b) A steel grill of at least 1/8" material of 2" mesh and securely fastened.

If the barrier is on the outside it shall be secured with rounded head flush bolts on the outside.

Section 6. SECURITY MEASURES; INTRUSION DETECTION DEVICES. If it is determined by the Chief of Police that the security measures and locking devices prescribed in Section 5 of this ordinance do not adequately secure the building, he may require the installation and maintenance of photoelectric, ultrasonic, or other intrusion detection device. In making such determination he shall consider whether:

- (a) The business establishment has experienced a high incidence of burglary in the past, or
- (b) The type of merchandise and its inventory value require added security protection.

If he determines that such installation is required, notice in writing shall be given to the responsible person designated in Section 3 of this ordinance specifying the installation to be made and the period of time within which such installation shall be completed. Unless an appeal is filed in accordance with Section 7 of this ordinance, failure to comply with such notice within the time specified shall be a violation of this ordinance.

Section 7. APPEAL FROM INTRUSION DETECTION DEVICE REQUIREMENTS. Within ten (10) days after the receipt of written notice from the Chief of Police requiring the installation and maintenance of photoelectric, ultrasonic or other intrusion detection device, the person responsible for compliance therewith may appeal in writing to the City Council. In filing such notice of appeal, the appellant shall set forth the specific grounds wherein it is claimed there was an error or abuse of discretion by the Chief of Police, or wherein the issuance of said written notice was not supported by proper evidence.

Upon receipt of such appeal, the City Council shall set said matter for hearing and cause notice thereof to be given to the appellant and to the Chief of Police not less than five (5) days prior to the date set for said hearing. At such hearing the appellant shall show cause on the grounds specified in the Notice of Appeal why the action excepted to should not be affirmed.

The City Council may affirm, reverse, or modify the decision of the Chief of Police requiring the installation and maintenance of a photoelectric, ultrasonic, or other intrusion detection device. If said decision is affirmed or modified by the City Council, the appellant shall be given written notice thereof by the Chief of Police setting forth the installation to be made and the period of time within which the same shall be completed. In no event shall the period be less than that originally granted appellant. Failure to comply with such notice within the time specified shall be a violation of this ordinance.

Section 8. PENALTIES FOR VIOLATIONS. Anyone violating or failing to comply with the provisions of this ordinance shall, upon conviction thereof, be punishable by a fine of not more than Five Hundred Dollars (\$500.00), or by imprisonment for not more than six months, or by both such fine and imprisonment.

Section 9. (30 day ending)

Approved by me this 14th day of May, 1970.

Wes Uhlman, Mayor

Seattle
HOUSING CODE AMENDMENT

ORDINANCE 100641

An ordinance relating to minimum security standards for exits in certain buildings used for human habitation and amending Section 27.08.010 and 27.28.010 of the Housing Code. (Ordinance 99112).

BE IT ORDAINED BY THE CITY OF SEATTLE AS FOLLOWS:

Section 1. That section 27.08.010 of the Housing Code (Ordinance 99112) is amended to read as follows:

Section 27.08.010 ENFORCEMENT. The Superintendent of Buildings is hereby designated as the officer to exercise the powers assigned by the Code in relation to buildings unfit for human habitation or other use appurtenant thereto as specified in RCW 35. 80. 020 , and he is further hereby authorized and directed to enforce the provisions of this Code with the advice and assistance of the Citizens Housing Board; provided, that the Chief of Police shall be responsible for the enforcement of Sections 27. 40. 010 and 27. 40. 020 of this Code and HE SHALL HAVE THE EQUAL RESPONSIBILITY WITH THE SUPERINTENDENT OF BUILDINGS FOR THE ENFORCEMENT OF SECTION 27. 28. 010 (c) OF THIS CODE.

Section 2. That Section 27. 28.010 of the Housing Code (Ordinance 99112) as last amended by Ordinance 100015, is further amended to read as follows:

Section 27. 28.010 MINIMUM REQUIREMENTS:

- (a) The purpose of this section is to require a reasonable degree of safety to persons living and sleeping in existing housing units and to provide for alterations to such existing buildings as do not conform with the minimum exit standards of the Building Code.
- (b) The following provisions shall apply to all buildings less than four stories in height other than dwellings. Exit requirements for existing buildings four or more stories in height shall be as provided in the Fire Code, Ordinance 87870.
 - (1) Number of Exits. Every housing unit above the first floor or in a basement shall have access to not less than two approved exits. An approved fire escape as specified herein may be used as one required exit.

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EXCEPTIONS: i. Housing units in a two-story building having an occupant load of not more than ten persons above the first floor or in a basement having an occupant load of not more than ten persons may have one approved exit.

ii. A housing unit on the second floor may have one means of egress providing it is a stairway or corridor leading directly to the outside without any other openings.

iii. Housing units may have one approved exit where an automatic fire extinguishing system is provided for all exit way and other public rooms and areas within a building.

- (2) Stair Construction: All stairs shall have a minimum run of nine inches and a maximum rise of eight inches and minimum width exclusive of handrails of thirty inches. Every stairway shall have at least one handrail. A landing having a minimum horizontal dimension of thirty inches shall be provided at each point of access to the stairway. Every required stairway shall have headroom clearance of not less than six feet six inches measured vertically from the nearest nose to the nearest soffit.
- (3) Interior Stairways. every interior stairway shall be enclosed with walls of not less than one-hour-fire-resistive construction.

Where existing partitions form part of a stairwell enclosure, wood lath and plaster in good condition will be acceptable in lieu of one-hour fire-resistive construction. Openings to such enclosures shall be protected by a self-closing door equivalent to a solid wood door not less than one and three-fourths inches thick. Enclosures shall include landings between flights and any corridors, passageways, or public rooms necessary for continuous exit to the exterior of the building. Doors shall not reduce the required width of a stairway or landing more than six inches when open.

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EXCEPTIONS: Subject to approval by the Superintendent of Buildings, the stairway need not be enclosed:

- i. In a continuous shaft if cut off at each story by the fire-resistive construction required for stairwell enclosures, or
 - ii. Where an approved automatic fire-extinguishing system is provided for all exitways and other public rooms and areas within the building.
- (4) Exterior Stairways. Exterior stairways shall be noncombustible or of wood of not less than two-inch nominal thickness with solid treads and risers.
- (5) Fire Escapes. When approved by the Superintendent of Buildings, existing fire escapes in good condition may be used as one means of egress, if the pitch does not exceed 60 degrees, the width is not less than eighteen inches, the treads are not less than four inches wide, and they extend to the ground or are provided with counterbalanced stairs reaching to the ground. Access shall be by an opening having a minimum dimension of twenty-nine inches when open. The sill shall be not more than thirty inches above the floor and landing.
- (6) Doors and Openings. Exit doors other than from housing units shall be self-closing, shall be openable from the inside without the use of key or any special knowledge or effort, and when serving an occupant load of fifty persons or more shall swing in the direction of exit travel. Transoms, and openings other than doors, from corridors to rooms shall be fixed closed and shall be covered with a minimum of five-eighths-inch gypsum wallboard on both sides. Corridors shall be approved construction with fire-resistance not less than that of wood lath and plaster. All doors opening into a corridor not included

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as part of a stairwell enclosure shall be not less than solid wood doors one and three-eighths inches thick or equivalent.

- (7) Exit Signs. Every exit doorway or change of direction of a corridor shall be marked with a well-lighted exit sign having letters at least five inches high.
 - (8) Enclosure of Vertical Openings. Elevators, shafts, ducts, and other vertical openings shall be protected with construction as required for stairways in Item (3) or by fixed wire glass set in steel frames. Doors shall be solid wood doors one and three-eighths inches thick or equivalent.
 - (9) Separation of Occupancies. Occupancy separations shall be provided as specified in Section 503 of Table No 5-B of the Building Code.
- (c) THE FOLLOWING REQUIREMENTS SHALL APPLY TO ALL EXISTING BUILDINGS OTHER THAN DETACHED SINGLE FAMILY DWELLINGS TO PROVIDE THE MAXIMUM POSSIBLE SECURITY FROM CRIMINAL ACTIONS TO THE PERMANENT AND TRANSIENT OCCUPANTS THEREOF, AND TO THEIR POSSESSIONS.
- (1) UNATTENDED BUILDING ENTRANCE DOORS, INCLUDING REAR, SERVICE AND GARAGE SHALL BE CAPABLE OF SELF-CLOSING, SELF-WITH A DEAD LATCH, EXCEPT THAT GARAGE-TO-EXTERIOR DOORS MAY BE EQUIPPED WITH A REMOTE CONTROL ELECTRICALLY OPERATED OPENING AND CLOSING DEVICE IN LIEU OF A DEAD LATCH. WHEN GARAGE-TO-EXTERIOR DOORS ARE EQUIPPED WITH SUCH REMOTE CONTROL DEVICES, GARAGE TO BUILDING DOORS NEED NOT BE SELF-LOCKING. WHEN EITHER THE GARAGE-TO-EXTERIOR DOORS OR GARAGE-TO-BUILDING DOORS ARE EQUIPPED FOR SELF-CLOSING AND SELF-LOCKING THE OTHER NEED NOT BE SO EQUIPPED.
 - (2) ENTRANCE DOORS FROM INTERIOR CORRIDORS TO INDIVIDUAL HOUSING UNITS SHALL BE WITHOUT GLASS OPENINGS AND SHALL BE CAPABLE OF RESISTING FORCIBLE ENTRY EQUAL TO A SINGLE-PANEL OR HOLLOW-CORE DOOR, 1 3/8" THICK; BUILDING ENTRANCE DOORS (OTHER THAN MAIN) SHALL BE SOLID, OR IF

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PROVIDED WITH GLAZED OPENINGS, SHALL HAVE WIRE OR GRILLES TO PREVENT OPERATION OF THE DOOR LATCH FROM OUTSIDE BY HAND OR OTHER INSTRUMENTALITY; MAIN ENTRANCE DOORS MAY BE FRAMED OR UNFRAMED NON-SHATTERING GLASS OR FRAMED 1/4" PLATE GLASS. MAIN ENTRANCE DOORS SHALL BE SELF-CLOSING, CAPABLE OF SELF-LOCKING AND SHALL HAVE A DEAD LATCH.

- (3) EVERY ENTRANCE DOOR TO AN INDIVIDUAL HOUSING UNIT SHALL HAVE A DEAD BOLT OR A DEAD LATCH WITH AT LEAST A ONE-HALF INCH THROW. THE LOCK SHALL BE SO CONSTRUCTED THAT THE DEAD BOLT OR DEAD LATCH MAY BE OPENED FROM INSIDE WITHOUT USE OF A KEY. IN HOTELS AND OTHER MULTI-UNIT BUILDINGS HAVING TRANSIENT OCCUPANCIES EVERY ENTRANCE DOOR TO AN INDIVIDUAL UNIT SHALL ALSO BE PROVIDED WITH A CHAIN DOOR GUARD OR BARREL ON THE INSIDE.
- (4) HOUSING UNIT-TO-INTERIOR CORRIDOR DOORS SHALL HAVE A VISITOR-OBSERVATION PORT WHICH PORT SHALL NOT IMPAIR THE FIRE-RESISTANCE INTEGRITY OF THE DOOR.
- (5) IN ALL LEASED OR RENTED HOUSING UNITS IN BUILDINGS OTHER THAN HOTELS AND OTHER MULTI-UNIT BUILDINGS HAVING TRANSIENT OCCUPANCIES, LOCK MECHANISMS AND KEYS SHALL BE CHANGED UPON A CHANGE OF TENANCY EXCEPT THAT SUCH CHANGE OF LOCKS AND KEYS WILL NOT BE REQUIRED WHERE AN APPROVED PROPRIETARY KEY SYSTEM IS USED.
- (6) ALL EXIT DOORS SHALL BE OPENABLE FROM THE INTERIOR WITHOUT USE OF KEYS.
- (7) DOORS TO STORAGE, MAINTENANCE AND BUILDING SERVICE ROOMS SHALL BE CAPABLE OF SELF-CLOSING AND SELF-LOCKING.
- (8) DEAD BOLTS OR OTHER APPROVED LOCKING DEVICES SHALL BE PROVIDED ON ALL SLIDING PATIO DOORS AND INSTALLED SO THAT THE MOUNTING SCREWS FOR THE LOCK CASES ARE INACCESSIBLE FROM THE OUTSIDE.

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- (9) PASSENGER ELEVATORS, THE INTERIORS OF WHICH ARE NOT COMPLETELY VISIBLE WHEN THE CAR DOOR(S) ARE OPEN, SHALL HAVE MIRRORS SO PLACED AS TO MAKE VISIBLE THE WHOLE OF THE ELEVATOR INTERIOR TO PROSPECTIVE PASSENGERS OUTSIDE THE ELEVATOR; MIRRORS SHALL BE FRAMED AND MOUNTED TO MINIMIZE THE POSSIBILITY OF THEIR ACCIDENTAL FALLING OR SHATTERING.
- (10) ELEVATOR EMERGENCY STOP BUTTON SHALL BE SO INSTALLED AND CONNECTED AS TO ACTIVATE THE ELEVATOR ALARM.
- (11) SUBJECT TO APPROVAL BY THE SUPERINTENDENT OF BUILDINGS, ALTERNATE LOCKING DEVICES MAY BE SUBSTITUTED FOR THOSE REQUIRED HEREIN PROVIDED SUCH DEVICES ARE OF EQUAL CAPABILITY TO RESIST ILLEGAL ENTRY AND FURTHER PROVIDED THAT THE INSTALLATION OF SAME DOES NOT CONFLICT WITH OTHER REQUIREMENTS OF THIS CODE AND OTHER ORDINANCES REGULATING SAFETY OR EXIT.

Section 3. The ordinance shall take effect and be in force 1 year from and after its passage and approval, if approved by the Mayor; otherwise it shall take effect at the time it shall become a law under the provisions of the city charter.

Passed by the City Council the 24th day of January 1972, and signed by me in open session in authentication of its passage this 24th day of January, 1972.

Sam Smith
President Pro tem. of the City Council

Publication ordered by C.G. Erlandson, Comptroller and City Clerk.

Date of official Publication in the Daily Journal of Commerce, Seattle, Washington, January 29, 1972. (C506)

BEFORE THE BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON

ORDINANCE NO. 114

An Ordinance relating to alarm systems, requiring alarm users to obtain permits, providing for issuance of permits and revocation thereof, prohibiting certain interconnections and automatic dialing practices, allocating revenues and expenses, providing for administration of the ordinance and all other matters pertaining thereto, and declaring an emergency.

Multnomah County ordains as follows:

Section 1. Title.

This ordinance shall be known as "The Burglary and Robbery Alarm Ordinance."

Section 2. Purpose and Scope.

- (a) The purpose of this ordinance is to protect the emergency services of the county from misuse.
- (b) This ordinance governs burglary and robbery alarm systems, requires permits, establishes fees, provides for allocation of revenues and deficits, provides for revocation of permits, provides for punishment of violations and establishes a system of administration.
- (c) The provisions of this ordinance shall not apply in any municipal corporation in the county which has in effect an ordinance having the same purpose

as this ordinance and which is administered by Multnomah County officers or employees in the manner provided herein.

Section 3. Definitions.

- (a) "Alarm Business" means the business by any individual, partnership, corporation, or other entity of selling, leasing, maintaining, servicing, repairing, altering, replacing, moving or installing any alarm system or causing to be sold, leased, maintained, serviced, repaired, altered, replaced, moved or installed any alarm system in or on any building, structure or facility.
- (b) "Alarm System" means any assembly of equipment, mechanical or electrical, arranged to signal the occurrence of an illegal entry or other activity requiring urgent attention and to which police are expected to respond.
- (c) "Alarm User" means the person, firm, partnership, association, corporation, company or organization of any kind in control of any building, structure or facility wherein an alarm system is maintained.
- (d) "Automatic Dialing Device" means a device which is interconnected to a telephone line and is programmed to select a predetermined telephone number and transmit by voice message or code sig-

nal an emergency message indicating a need for emergency response.

- (e) "Bureau of Emergency Communications" is the City/County facility used to receive emergency and general information from the public to be dispatched to the respective police departments utilizing the bureau.
- (f) "Burglary Alarm System" means an alarm system signaling an entry or attempted entry into the area protected by the system.
- (g) "Coordinator" means the individual designated by the Sheriff to issue permits and enforce the provisions of this ordinance.
- (h) "False Alarm" means an alarm signal, eliciting a response by police when a situation requiring a response by the police does not in fact exist, but does not include an alarm signal caused by violent conditions of nature or other extraordinary circumstances not reasonably subject to control by the alarm business operator or alarm user.
- (i) "Interconnect" means to connect an alarm system including an automatic dialing device to a telephone line, either directly or through a mechanical device that utilizes a telephone, for the purpose of using the telephone line to transmit a message upon the activation of the alarm system.

- (j) "Primary Trunk Line" means a telephone line serving the Bureau of Emergency Communications that is designated to receive emergency calls.
- (k) "Robbery Alarm System" means an alarm system signaling a robbery or attempted robbery.
- (l) "Sheriff" means Director of the Division of Public Safety of Multnomah County or his designated representative.

Section 4. Alarm Users Permits Required.

- (a) Every alarm user shall obtain an alarm user's permit for each system from the coordinator's office upon the effective date of this ordinance or prior to use of an alarm system. Users of systems using both robbery and burglary alarm capabilities shall obtain separate permits for each function. Application for a burglar or robbery alarm user's permit and an \$8.00 fee for each shall be filed with the coordinator's office each year. Each permit shall bear the signature of the Sheriff and be for a one year period. The permit shall be physically upon the premises using the alarm system and shall be available for inspection by the Sheriff.
- (b) A revoked user's permit shall be obtained from the coordinator's office by filing an application and paying a fee as follows:

First revoked user's permit
in the permit year.....\$ 40.00

Second revoked user's permit
in the permit year. \$100.00

Third and each additional revoked
user's permit in the permit year. . . . \$180.00

Each permit shall bear the signature of the Sheriff and shall bear the same expiration date as the revoked permit. The permit shall be physically upon the premises using the alarm system and shall be available for inspection by the Sheriff.

- (c) If a residential alarm user is over the age of 65 and is the primary resident of the residence and if no business is conducted in the residence, a user's permit may be obtained from the coordinator's office according to Section 4(a) without the payment of a fee.
- (d) A \$25.00 charge will be charged in addition to the fee provided in Section 4(a) to a user who fails to obtain a permit within sixty (60) days after the effective date of this ordinance, or who is more than sixty (60) days delinquent in renewing a permit.
- (e) An alarm user required by federal, state, county or municipal statute, regulation, rule or ordinance to install, maintain and operate an alarm system shall be subject to this ordinance; provided:
 - (i) A permit shall be designated a special alarm user's permit;
 - (ii) A special alarm user's permit for a system which has four (4) or more false alarms in a permit year shall not be subject to revocation

under Section 7, but the holder of the permit shall pay a fee of \$100 with the submission of the report required by Section 7(b)(i);

(i) For each false alarm over four (4) in a permit year, upon written demand therefor by the Sheriff the holder of a special user's permit shall pay a fee of \$25;

(iv) The payment of any fee provided for in paragraphs (ii) and (iii) of this subsection shall not be deemed to extend the term of the permit.

(f) An alarm user which is a governmental political unit shall be subject to this ordinance; but a permit shall be issued without payment of a fee and shall not be subject to revocation, payment of additional fees or the imposition of any penalty provided herein.

Section 5. User Instructions.

(a) Every alarm business selling, leasing or furnishing to any user an alarm system which is installed on premises located in the area subject to this ordinance shall furnish the user with instructions that provide information to enable the user to operate the alarm system properly and to obtain service for the alarm system at any time.

(b) Standard form instructions shall be submitted by every alarm business to the Sheriff within 60 days after the effective date of this ordinance. If he reasonably finds such instructions to be incomplete, unclear or inadequate, he may require the alarm business to revise the instructions to comply with Section 5(a) and then

to distribute the revised instructions to its alarm users.

Section 6. Automatic Dialing Device: Certain Interconnections Prohibited.

- (a) It is unlawful for any person to program an automatic dialing device to select a primary trunk line; and it is unlawful for an alarm user to fail to disconnect or reprogram an automatic dialing device which is programmed to select a primary trunk line within twelve (12) hours of receipt of written notice from the coordinator that it is so programmed.
- (b) Within sixty (60) days after the effective date of this ordinance, all existing automatic dialing devices programmed to select a primary trunk line shall be reprogrammed or disconnected.
- (c) It is unlawful for any person to program an automatic dialing device to select any telephone line assigned to the county; and it is unlawful for an alarm user to fail to disconnect or reprogram such device within twelve (12) hours of receipt of written notice from the coordinator that an automatic dialing device is so programmed.

Section 7. False Alarms: Permit Revocation.

- (a) Any alarm system which has four (4) or more false alarms within a permit year shall be subject to permit revocation as provided herein.
- (b) If the Bureau of Emergency Communications records four (4) or more false alarms within a permit year for any alarm system:

- (i) The Sheriff shall notify the alarm user and the alarm business providing service or inspection to the user by certified mail of such fact and direct that the user submit a report to the Sheriff within ten (10) days of receipt of the notice describing actions taken or to be taken to discover and eliminate the cause of the false alarms.
- (ii) If the alarm user submits a report as directed, the Sheriff shall determine if the actions taken or to be taken will prevent the occurrence of false alarms; if he determines that the action will prevent the occurrence of false alarms, he shall notify the alarm user and the relevant alarm business in writing that the permit will not be revoked at that time and that if one more false alarm occurs within the permit year, the permit will be summarily revoked.
- (iii) If no report is submitted, or if the Sheriff determines that the actions taken or to be taken will not prevent the occurrence of false alarms, the Sheriff shall give notice by certified mail to the user that the permit will be revoked without further notice on the tenth day after the date of the notice if the user does not file within that period a written request for a hearing.

- (iv) If a hearing is requested, written notice of the time and place of the hearing shall be served on the user by the Sheriff by certified mail at least ten (10) days prior to the date set for the hearing, which date shall not be more than twenty-one (21) nor less than ten (10) days after the filing of the request for hearing.
- (v) The hearing shall be before the Board of County Commissioners, and the Sheriff and the alarm user shall have the right to present written and oral evidence, subject to the right of cross-examination. If the Board determines that four (4) or more false alarms have occurred in a permit year, and that the user has not taken actions which will prevent the occurrence of false alarms, the Board shall issue written findings to that effect and an order revoking the user's permit.
- (vi) An alarm user shall immediately discontinue use of the alarm system upon being notified by certified mail of the revocation of a permit pursuant to Sections 7(iii) or 7(v).
- (vii) An alarm user whose permit has been revoked may apply for a revoked user's permit as provided in Section 4(b). The Sheriff shall not

be required to issue a revoked user's permit, unless he is satisfied that the user's system has been properly serviced and its deficiencies corrected. The Sheriff may impose reasonable restrictions and conditions upon the user, before issuing a revoked user's permit, which restrictions and conditions shall be written on the permit and shall provide for summary revocation on the occurrence of four (4) false alarms in the permit year.

(viii) In situations permitting summary revocation under Sections 7(ii) or 7(vii), revocations shall be effective on the third day following the mailing by certified mail by the Sheriff of a notice of revocation. There shall be no appeal of a summary revocation.

Section 8. Confidentiality; Statistics.

(a) All information submitted in compliance with this ordinance shall be held in the strictest confidence and shall be deemed a public record exempt from disclosure pursuant to state statute; and any violation of confidentiality shall be deemed a violation of this ordinance. The coordinator shall be charged with the sole responsibility for the maintenance of all records of any kind what-

soever under this ordinance.

- (b) Subject to the requirements of confidentiality, the coordinator, shall develop and maintain statistics having the purpose of assisting alarm system evaluation for use by members of the public.

Section 9. Allocation of Revenues and Expenses.

- (a) All fees, fines and forfeitures of bail collected pursuant to this ordinance or an ordinance of a municipal corporation having the same purpose as this ordinance and which is administered by Multnomah County officers or employees shall be general fund revenue of Multnomah County; provided, however, that Multnomah County shall maintain records sufficient to identify the sources and amounts of that revenue.
- (b) Multnomah County shall maintain records in accordance with sound accounting principles sufficient to determine on a fiscal year basis the direct costs of administering this ordinance and ordinances of municipal corporations having the same purpose as this ordinance and which are administered by Multnomah County officers or employees, including salaries and wages (excluding the Sheriff individually), travel, office supplies, postage, printing, facilities, office equipment and other properly chargeable costs.

- (c) Not later than July 31 of each year, Multnomah County shall render an account to each municipal corporation having an ordinance having the same purpose as this ordinance and which is administered by Multnomah County officers or employees, which account shall establish the net excess revenue or cost deficit for the preceding fiscal year and shall allocate that excess revenue, if any, or deficit, if any, to the county and any municipal corporation entitled to an account proportionately as the number of permits issued for alarm systems within the corporate limits of the respective municipal corporations and the unincorporated areas of Multnomah County bears to the whole number of permits issued in Multnomah County; provided, that no allocation shall be made if the net excess revenue or deficit is less than \$2,500.
- (d) Distribution by the county of any excess revenue or payment of allocated deficit amounts by a municipal corporation shall be made not later than September 1 of each fiscal year.
- (e) "Sound accounting principles" as used in this section, shall include, but not be limited to, practices required by the terms of any state or federal grant or regulations applicable thereto which relate to the purpose of this ordinance.

Section 10. Interpretation.

This ordinance and any ordinance of a municipal corporation having the same purpose as this ordinance and which is administered by Multnomah County officers or employees shall be liberally construed to affect the purpose of this ordinance and to achieve uniform interpretation and application of the respective ordinances.

Section 11. Enforcement and Penalties.

- (a) Enforcement of this ordinance may be by civil action as provided in ORS 30.315, or by criminal prosecution, as provided in ORS 203.810 for offenses under county law.
- (b) Violation of this ordinance shall be punished upon conviction by a fine of not more than \$500.
- (c) The failure or omission to comply with any section of this ordinance shall be deemed a violation and may be so prosecuted, subject to the penalty provided in paragraph (b) of this section.

ADOPTED this 4th day of December, 1975,
being the date of its 2nd reading before the Board
of County Commissioners of Multnomah County, Oregon.

BOARD OF COUNTY COMMISSIONERS
MULTNOMAH COUNTY, OREGON

By Donald S. Clark
Chairman

APPROVED AS TO FORM:
GEORGE M. JOSPEH
County Counsel for
Multnomah County, Oregon

By George M. Joseph

(xxviii)

ORDINANCE NO. 140974

An Ordinance amending Title 14 of the code by adding a new chapter providing for regulation of burglary and robbery alarm systems soliciting a police response, providing for permits, providing for revocation of permits pursuant to hearing, prohibiting programming of direct dial systems to select city and emergency communications lines, providing penalties for violations, establishing an effective date, and declaring an emergency.

The City of Portland ordains:

Section 1. The Council finds:

- (1) An increasing number of businesses and homes are providing protection from burglary and robbery by means of electronic alarm systems some of which include automatic dialing devices;
- (2) Such alarm systems while providing a desirable degree of protection from said crimes are subject to signaling false alarms because of storms, electrical malfunctions, non-emergency activation, and other causes;
- (3) The increasing number of false alarms has unreasonably burdened emergency service response capabilities of the city by causing dispatch of personnel and vehicles to non-emergency situations;
- (4) Direct dialing systems which are currently known to be programmed to dial city emergency numbers are capable of totally blocking the emergency communication center telephone lines in the event of unusual storm conditions;
- (5) The Multnomah County Board is considering an ordinance containing similar provisions to obtain protection of the emergency communications center response potential from false alarms from systems located in Multnomah County;
- (6) For the foregoing reasons, it is necessary to protect the emergency response potential of the city by protecting the communication system from false dispatch and blockage by alarm systems;

- (7) It is therefore necessary to provide the following amendment to Title 14 regulating burglary and robbery alarm systems and prohibiting interconnection of the systems by direct dialers programmed to select city numbers;

NOW, THEREFORE, Title 14, Public Peace, Safety and Morals of the Code of the City of Portland hereby is amended by adding a new chapter thereto to be numbered, titled and to read as follows:

Chapter 14.74

BURGLARY AND ROBBERY ALARM SYSTEMS

Sections:

- 14.74.010 Purpose and scope.
- 14.74.030 Definitions.
- 14.74.050 Alarm users permits required.
- 14.74.070 User instructions.
- 14.74.090 Automatic dialing device--certain interconnections prohibited.
- 14.74.110 False alarms--permit revocation.
- 14.74.130 Confidentiality; statistics.
- 14.74.150 Allocation of revenues and expenses.
- 14.74.170 Interpretation.
- 14.74.190 Enforcement and penalties.

14.74.010 Purpose and scope. (a) The purpose of this ordinance is to protect the emergency services of the city/county from misuse.

(b) This chapter governs burglary and robbery alarm systems, requires permits, establishes fees, provides for allocation of revenues and deficits, provides for revocation of permit, provides for punishment of violations and establishes a system of administration.

14.74.030 Definitions. (a) "Alarm Business" means the business by any individual, partnership, corporation, or other entity of selling, leasing, maintaining, servicing, repairing, altering, replacing, moving or installing any alarm system or causing to be sold, leased, maintained, serviced, repaired, altered, replaced, moved or installed any alarm system in or on any building, structure or facility.

(b) "Alarm System" means any assembly of equipment, mechanical or electrical, arranged to signal the occurrence of an illegal entry or other activity requiring urgent attention and to which police are expected to respond.

(c) "Alarm User" means the person, firm, partnership, association, corporation, company, organization or state or subdivision thereof of any kind in control of any building, structure or facility wherein an alarm system is maintained.

(d) "Automatic Dialing Device" means a device which is interconnected to a telephone line and is programmed to select a predetermined telephone number and transmit by voice message or code signal an emergency message indicating a need for emergency response.

(e) "Bureau of Emergency Communications" is the city/county facility used to receive emergency and general information from the public to be dispatched to the respective police departments utilizing the bureau.

(f) "Burglary Alarm System" means an alarm system signaling an entry or attempted entry into the area protected by the system.

(g) "Coordinator" means the individual designated by the Sheriff to issue permits and enforce the provisions of this ordinance.

(h) "False Alarm" means an alarm signal, eliciting a response by police when a situation requiring a response by the police does not in fact exist, but does not include an alarm signal caused by violent conditions of nature or other extraordinary circumstances not reasonably subject to control by the alarm business operator or alarm user.

(i) "Interconnect" means to connect an alarm system including an automatic dialing device to a telephone line, either directly or through a mechanical device that utilizes a telephone, for the purpose of using the telephone line to transmit a message upon the activation of the alarm system.

(j) "Primary Trunk Line" means a telephone line serving the Bureau of Emergency Communications that is designated to receive emergency calls.

(k) "Robbery Alarm System" means an alarm system signaling a robbery or attempted robbery.

(1) "Sheriff" means Director of the Division of Public Safety of Multnomah County or his designated representative.

14.74.050 Alarm user permits required. (a) Every alarm user shall obtain an alarm user's permit from the Sheriff for each system from the coordinator's office upon the effective date of this ordinance or prior to use of an alarm system. Users of systems using both robbery and burglary alarm capabilities shall obtain separate permits for each function. Application for a burglary or robbery alarm user's permit and an \$8.00 fee for each shall be filed with the coordinator's office each year. Each permit shall bear the signature of the Sheriff and be for a one year period. The permit shall be physically upon the premises using the alarm system and shall be available for inspection by the Sheriff.

(b) A revoked user's permit shall be obtained from the coordinator's office by filing an application and paying a fee as follows:

First revoked user's permit in the permit year.....	\$ 40.00
Second revoked user's permit in the permit year.....	100.00
Third and each additional revoked user's permit in the permit year.....	180.00 each

Each permit shall bear the signature of the Sheriff and shall bear the same expiration date as the revoked permit. The permit shall be physically upon the premises using the alarm system and shall be available for inspection by the Sheriff.

(c) If a residential alarm user is over the age of 65 and is the primary resident of the residence and if no business is conducted in the residence, a user's permit may be obtained from the coordinator's office according to Section 14.74.050(a) without the payment of a fee.

(d) A \$25.00 charge will be charged in addition to the fee provided in Section 14.74.050(a) to a user who fails to obtain a permit within sixty (60) days after the effective date of this ordinance, or who is more than sixty (60) days delinquent in renewing a permit.

(e) An alarm user required by federal, state, county or municipal statute, regulation, rule or ordinance to install, maintain and operate an alarm system shall be subject to this chapter; provided:

- (1) A permit shall be designated a special alarm user's permit;
- (2) A special alarm user's permit for a system which has four (4) or more false alarms in a permit year shall not be subject to revocation under Section 14.74.110, but the holder of the permit shall pay a fee of \$100 with the submission of the report required by Section 14.74.110(b)(1);
- (3) For each false alarm over four (4) in a permit year, upon written demand therefor by the Sheriff, the holder of a special user's permit shall pay a fee of \$25;
- (4) The payment of any fee provided for in paragraphs (2) and (3) of this subsection shall not be deemed to extend the term of the permit.

(f) An alarm user which is a governmental political unit shall be subject to this ordinance but a permit shall be issued without payment of the fee and shall not be subject to revocation or payment of additional fees or the imposition of any penalty provided herein.

14.74.070 User instructions. (a) Every alarm business selling, leasing or furnishing to any user an alarm system which is installed on premises located in the area subject to this ordinance shall furnish the user with instructions that provide information to enable the user to operate the alarm system properly and to obtain service for the alarm system at any time.

(b) Standard form instructions shall be submitted by every alarm business to the Sheriff within 60 days after the effective date of this ordinance. If he reasonably finds such instructions to be incomplete, unclear or inadequate, he may require the alarm business to revise the instructions to comply with Section 14.74.070(a) and then to distribute the revised instructions to its alarm users.

14.74.090 Automatic dialing device--certain interconnections prohibited. (a) It is unlawful for any person to program an automatic dialing device to select

a primary trunk line; and it is unlawful for an alarm user to fail to disconnect or reprogram an automatic dialing device which is programmed to select a primary trunk line within twelve (12) hours of receipt of written notice from the coordinator that it is so programmed.

(b) Within sixty (60) days after the effective date of this ordinance, all existing automatic dialing devices programmed to select a primary trunk line shall be reprogrammed or disconnected.

(c) It is unlawful for any person to program an automatic dialing device to select any telephone line assigned to the city; and it is unlawful for an alarm user to fail to disconnect or reprogram such device within twelve (12) hours of receipt of written notice from the coordinator that an automatic dialing device is so programmed.

14.74.110 False alarms--permit revocation. (a) Any alarm system which has four (4) or more false alarms within a permit year shall be subject to permit revocation as provided herein.

(b) If the Bureau of Emergency Communications records four (4) or more false alarms within a permit year for any alarm system:

- (1) The Sheriff shall notify the alarm user and the alarm business providing service or inspection to the user by certified mail of such fact and direct that the user submit a report to the Sheriff within ten (10) days of receipt of the notice describing actions taken or to be taken to discover and eliminate the cause of the false alarms.
- (2) If the alarm user submits a report as directed, the Sheriff shall determine if the actions taken or to be taken will prevent the occurrence of false alarms; if he determines that the action will prevent the occurrence of false alarms, he shall notify the alarm user and the relevant alarm business in writing that the permit will not be revoked at that time and that if one more false alarm occurs within the permit year, the permit will be summarily revoked.
- (3) If no report is submitted, or if the Sheriff determines that the actions taken or to be taken will not prevent the occurrence of false alarms, the Sheriff shall give notice

by certified mail to the user that the permit will be revoked without further notice on the tenth day after the date of the notice if the user does not file within that period a written request for a hearing.

- (4) If a hearing is requested, written notice of the time and place of the hearing shall be served on the user by the Sheriff by certified mail at least ten (10) days prior to the date set for the hearing, which date shall not be more than twenty-one (21) nor less than ten (10) days after the filing of the request for hearing.
- (5) The hearing shall be before the Council and the Sheriff and the alarm user shall have the right to present written and oral evidence, subject to the right of cross-examination. If the Council determines that four (4) or more false alarms have occurred in a permit year, and that the user has not taken actions which will prevent the occurrence of false alarms, the Council shall issue written findings to that effect and an ordinance revoking the user's permit.
- (6) An alarm user shall immediately discontinue use of the alarm system upon being notified by certified mail of the revocation of the permit pursuant to Section 14.74.110, subsections (3) and (5).
- (7) An alarm user whose permit has been revoked may apply for a revoked user's permit as provided in Section 14.74.050(b). The Sheriff shall not be required to issue a revoked user's permit, unless he is satisfied that the user's system has been properly serviced and its deficiencies corrected. The Sheriff may impose reasonable restrictions and conditions upon the user, before issuing a revoked user's permit, which restrictions and conditions shall be written on the permit and shall provide for summary revocation on the occurrence of four (4) false alarms in the permit year.
- (8) In situations permitting summary revocation under Section 14.74.110, subsections (2) or (7), revocations shall be effective on the third day following the mailing by certified mail by the Sheriff of a notice of revocation. There shall be no appeal of a summary revocation.

14.74.130 Confidentiality; statistics. (a) All information submitted in compliance with this ordinance shall be held in the strictest confidence and shall be deemed a public record exempt from disclosure pursuant to state statute; and any violation of confidentiality shall be deemed a violation of this chapter. The coordinator shall be charged with the sole responsibility for the maintenance of all records of any kind whatsoever under this ordinance.

(b) Subject to the requirements of confidentiality, the coordinator shall develop and maintain statistics having the purpose of assisting alarm system evaluation for use by members of the public.

14.74.150 Allocation of revenues and expenses.

(a) All fees, fines and forfeitures of bail collected pursuant to this chapter shall be general fund revenue of Multnomah County; provided, however, that Multnomah County shall maintain records sufficient to identify the sources and amounts of that revenue.

(b) Multnomah County shall maintain records in accordance with sound accounting principles sufficient to determine on a fiscal year basis the direct costs of administration of the provisions of this chapter by Multnomah County officers or employees, including salaries and wages (excluding the Sheriff individually), travel, office supplies, postage, printing, facilities, office equipment and other properly chargeable costs.

(c) Not later than July 31 of each year, Multnomah County shall render an account to the City of Portland for the enforcement of the provisions of this chapter by Multnomah County officers or employees, which account shall establish the net excess revenue or cost deficit for the preceding fiscal year and shall allocate that excess revenue, if any, or deficit, if any, to the city proportionately as the number of permits issued for alarm systems within the corporate limits of said city and the unincorporated areas of Multnomah County bears to the whole number of permits issued in Multnomah County; provided, that no allocation shall be made if the net excess revenue or deficit is less than \$2,500.

(d) Distribution by the county of any excess revenue or payment of allocated deficit amounts in a proportionate amount for city participation shall be made not later than September 1 of each fiscal year.

ORDINANCE No.

(e) "Sound accounting principles" as used in this section, shall include, but not be limited to, practices required by the terms of any state or federal grant or regulations applicable thereto which relate to the purpose of this ordinance.

(f) No payment shall be made by the city pursuant to Section 14.74.150(c) in excess of \$7,500 unless the larger amount has been budgeted or otherwise specifically appropriated.

14.74.170 Interpretation. This chapter shall be liberally construed to effect the uniformity of regulation of the burglary and robbery alarm systems between the county and the city and to achieve uniform interpretation and application of the provisions of this chapter.

14.74.190 Enforcement and penalties. (a) Enforcement of this chapter may be by civil action as provided in ORS 30.315, or by criminal prosecution.

(b) Violation of this chapter shall be punished upon conviction by a fine of not more than \$500.

(c) The failure or omission to comply with any section of this chapter shall be deemed a violation and may be so prosecuted, subject to the penalty provided in paragraph (b) of this section.

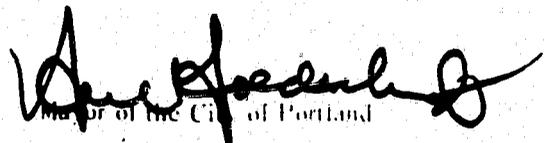
Section 2. The provisions of Chapter 14.74, Burglary and Robbery Alarm Systems, of the Code of the City of Portland, shall become effective on January 4, 1976.

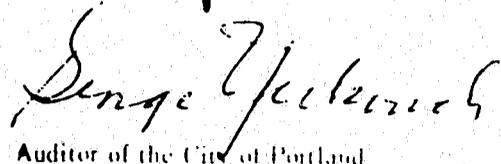
Section 3. Inasmuch as this ordinance is necessary for the immediate preservation of the public health, peace and safety of the City of Portland in this: In order to protect the emergency services of the city from misuse and abuse caused by false alarms and automatic dialers without undue delay; therefore, an emergency hereby is declared to exist and this ordinance shall be in force and effect from and after its passage by the Council.

Passed by the Council, DEC - 4 1975

Mayor Goldschmidt
November 13, 1975
DCJ:at

Attest:


Mayor of the City of Portland


Auditor of the City of Portland.

ORDINANCE 101476

AN ORDINANCE relating to and regulating the use of privately owned burglary and/or robbery alarm systems; defining false alarms and offenses in connection therewith; prescribing fees and penalties; and amending Section 1 of Ordinance 87178 to require removal of certain alarm system equipment from Police Department facilities.

BE IT ORDAINED BY THE CITY OF SEATTLE AS FOLLOWS:

Section 1. It is unlawful to have or maintain on any premises an audible type burglary and/or robbery alarm unless there is posted at the main entrance to such premises a prominent notice of the telephone numbers at which the person or persons authorized to enter such premises and turn off such alarm can be reached at all times, and it is unlawful for any such person to fail to appear and turn off any such alarm within one hour after being notified by the police to do so.

Section 2. It is unlawful for anyone to activate any robbery or burglary alarm for the purpose of summoning police except in the event of an actual or attempted burglary or robbery, or for anyone notifying the police of an activated alarm and having knowledge that such activation was apparently caused by an electrical or other malfunction of the alarm system to fail at the same time to notify the police of such apparent malfunction.

Section 3.

A. For the purposes of this section, the term "false alarm" shall mean the activation of a burglary and/or robbery alarm by other than a forced entry or attempted forced entry to the premises and at a time when no burglary or robbery is being committed or attempted on the premises.

B. For a police response to any false alarm the Chief of Police shall charge and collect from the person having or maintaining such burglary and/or robbery alarm on premises owned or occupied by him, fees as follows:

(1) For a response to premises at which no other false alarm has occurred within the preceding six months period, hereinafter referred to as a "first response", no fee shall be charged, but the person having or maintaining such burglary and/or robbery alarm shall, within three working days after notice to do so, make a written report to the Chief of Police on forms prescribed by him setting forth the cause of such false alarm, the corrective action taken, whether such alarm has been inspected by an authorized serviceman, and such other information as the Chief of Police may reasonably require to determine the cause of such false alarm and corrective action necessary.

(2) For a second response to premises within six months after a first response, no fee shall be charged, but a written report shall be required as for a first response and the Chief of Police shall be authorized to inspect or cause to be inspected the alarm system at such premises, prescribe necessary corrective action, and shall give notice to the person having or maintaining such alarm system of the conditions and requirements of this section.

(3) For a third response to premises within six months after such a second response, and for all succeeding responses within six months of the last response, a fee of twenty-five dollars (\$25.00) shall be charged, and if such third false alarm or any such succeeding false alarm is as a result of failure to take necessary corrective action prescribed by the Chief of Police, said Chief of Police may order

ORDINANCE 101476 - continued

the disconnection of such alarm system and it shall be unlawful to reconnect such alarm system until such corrective action is taken; provided, that no disconnection shall be ordered as to any premises required by law to have an alarm system in operation.

Section 4. That as of November 16, 1972, Section 1 of Ordinance 87178 is amended to read as follows:

Section 1. It is unlawful for anyone having or conducting a privately owned fire alarm system to have direct electrical, mechanical, telephonic or other type of connection with the facilities, of any office, branch, department or agency of the Seattle Fire Department unless they have and maintain a Central Station Protective Signaling System meeting the standards of the National Fire Protection Association dated June, 1956 (C.F.234509), or for anyone having or conducting a privately owned burglary and/or robbery alarm system to have or maintain any equipment or device at, or any direct connection with, the facilities of any office, branch, department or agency of the Seattle Police Department; provided that nothing herein shall prohibit the installation or use of regular private or business telephone lines for the reporting by any person of a fire, burglary or robbery.

Section 5. Anyone convicted of a violation of or failure to comply with any of the provisions of this ordinance shall be punishable by a fine of not more than Twenty-five Dollars (\$25.00).

Section 6. (30 day ending)

Approved: October 17, 1972

cc: Chief of Police
Bur. Comdrs.
Legal Adviser
C.I.D.
Security Unit
Fiscal & Property Mgmt.
10-20-72 ww

(XXXXVII)

(xxxix)

ORDINANCE 101523

AN ORDINANCE relating to burglar alarms and amending Ordinance 101371. BE IT ORDAINED BY THE CITY OF SEATTLE AS FOLLOWS:

Section 1. That Section 1 of Ordinance 101371 is amended to read as follows:

Section 1. That the License Code (Ordinance 48022) is amended by adding thereto new sections designated Sections 305.1, 305.2, 305.3, 305.4, 305.5, and 305.6, to read as follows:

Section 305.1. That as of January 1, 1973, it shall be unlawful for any person to engage in, or to represent himself as being engaged in, the business of selling, leasing, renting, servicing, inspecting, installing, maintaining, or repairing alarms or alarm system for the purpose of preventing or detecting burglaries or robberies without complying with the provisions of this ordinance and without first obtaining a valid and subsisting license so to do to be known as a Burglar Alarm Dealer's License, the fee for which shall be Five Dollars (\$5.00) per year; provided that such license shall not be required of any person for the purpose of installing wires or equipment to convey electric current, or installing apparatus or appliances to be operated by such current and who is required by the laws of the State of Washington to have a license to engage in, conduct or carry on the business of installing such wires, equipment, apparatus or appliances.

Section 305.2. Application for a Burglary Alarm Dealer's License shall be made in accordance with Section 13 of this ordinance and shall include the name and address of the applicant; the names and addresses of the owners thereof, or in the case of a corporation, names and addresses of the officers of such corporation; the type of service offered by such applicant; and such other information relating to the background of the owners or, in the case of a corporation, the officers of the applicant as shall be reasonably necessary to determine the qualifications of the applicant for such license.

Section 305.3. Every person engaged in the installation, servicing, or selling of an alarm or alarm system at a location other than the address of the applicant stated on the Burglar Alarm Dealer's License, under the authority of which he is working, shall apply to the Chief of Police for an identification card which shall be of such form, design, and material as shall be prescribed by the Chief of Police and which shall be carried by each such person and upon request displayed to any customer, police officer, or license officer. Every person required to have a Burglar Alarm Dealer's License or a license required by the laws of the State of Washington to install wires or equipment to convey electric current or apparatus or appliances to be operated by such current shall submit with his application for an identification card proof that he is a holder of such license. No identification card shall be issued to any person who has within ten (10) years of the date of such application been convicted of any felony, or any misdemeanor involving moral turpitude or intent to defraud. A temporary identification card shall be granted any person not having such a conviction on Seattle Police Department records. A permanent identification card shall be issued following a complete review of available criminal record sources.

Identification cards shall be non-transferable and shall at all times be kept in the possession of the person to whom issued. Identification cards shall be valid for a period of two (2) years from the date of issue.

ORDINANCE 101523 - continued

Any identification card issued to a person who ceases to be employed by any licensee, or in connection with a license which has been suspended or revoked, or in connection with a license the holder of which has ceased to engage in the business licensed hereunder, as well as expired identification cards, shall be immediately surrendered to the Chief of Police.

Section 305.4. Burglar Alarm Dealers shall provide an express one-year warranty and service contract on all equipment sold or installed by such Burglar Alarm Dealer and under such contract shall annually inspect and service such equipment. Records of all sales, inspections and service shall be maintained by each Burglar Alarm Dealer for a period of not less than three (3) years and such records shall be open to inspection by any police, license, or consumer protection officer. Nothing in this section shall be deemed to require any person purchasing or having installed on his premises an alarm or alarm system to enter into a service and/or inspection contract with the seller or installer of such alarm or alarm system.

Section 305.5. Burglar Alarm Dealers shall provide in connection with any alarm or alarm system sold or installed complete oral and written instructions and demonstration in the proper care and use of any such alarm system and shall furnish to the Chief of Police at his request a current copy of all such written instructions.

Section 305.6. Failure to comply with any provision of this ordinance shall be grounds for revocation or suspension of any Burglar Alarm Dealer's License, and upon such a finding the Chief of Police or any consumer protection officer may recommend revocation or suspension of such license in accordance with and subject to the provisions of this ordinance.

Section 2. This ordinance shall take effect and be in force thirty days from and after its passage and approval, if approved by the Mayor; otherwise it shall take effect at the time it shall become a law under the provisions of the city charter.

Passed by the City Council the 16th day of October, 1972, and signed by me in open session in authentication of its passage this 16th day of October, 1972.

GEORGE E. COOLEY
President Pro Tem of the City Council

Approved by me this 20th day of October, 1972.

WES UHLMAN
Mayor.

Filed by me this 20th day of October, 1972.

Attest: C. G. ERLANDSON
City Comptroller and City Clerk

(SEAL)

Published _____

By J. F. FENTON
Deputy Clerk

PUBLIC SPEAKING FOR CRIME PREVENTION

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I. SOME KEYS TO UNDERSTANDING AND RATING ONESELF IN PUBLIC SPEAKING

A. What Public Speaking Can Mean To You

For the crime prevention officer public speaking can represent a valuable tool in his arsenal to convince people to take steps which will reduce criminal opportunity. As is the case with many responsibilities of a police crime prevention officer, public speaking is a tool that takes time to perfect. Nonetheless, it is vital that you learn to communicate your ideas clearly to the various groups or individuals to which you must "sell" the concept of crime prevention. This point is particularly important because this rather new and untraditional concept must be understood and accepted not only by the general public, but by your fellow officers if it is to be successfully used. Thus, unless you're informative, interesting, clear and persuasive in your discussions of crime prevention it will be more difficult for your department to accept the concept, and less likely for citizens to accept some of the responsibility for crime prevention and to work with the law enforcement community as a team in dealing with crime.

The need for you to develop the ability to verbally communicate becomes even clearer when we look at the nature of our contemporary society. We live in an era which floods us with the printed word. Daily newspapers, weekly and monthly magazines, trade journals and books of all kinds are available in vast quantities and all vie for the attention of the same people that you will be contacting about crime prevention. And, because of the various products of the printing press, sometimes the fundamental instrument of human communications--the spoken word--is forgotten. Interestingly, however, the three major events in the science of communication made during the 20th century all make use of the human voice as the very basis of their existence; radio, television, and motion pictures. Thus, despite the vast amount of printed material which exists, the spoken word remains as a primary tool for telling others precisely what we feel they should know and for discovering how others view a particular subject.

In short, effective speech can clearly influence an audience in a manner that will provide the best chance for response in the desired direction. It is, therefore, critical to your role as a crime prevention officer to develop this talent. There are also some other valuable spin offs that result from effective conversation and public speaking. Principally, the ability to speak effectively produces a feeling of poise and a sense of calm, self-confidence that pervades every aspect of one's life. The person who knows that what he says is listened to with attention, respect and interest can feel secure in any situation.1/

B. Developing Confidence

One of the renowned experts in public speaking, Dale Carnegie, argues that learning to effectively speak in public is " . . . nature's own methods of overcoming self-consciousness and building up courage and self-confidence. Why? Because speaking in public makes us come to grips with our fears."2/

Although this statement seems quite strong, as you will experience often times in your work as a crime prevention officer, the fear of the unknown is often more terrifying than the situation itself. Thus, there are a few simple guideposts or principles that may be useful in developing confidence as a public speaker on crime prevention. These are presented below in summary form. Later a number are discussed in depth.

1. Principle One: The Facts About Fear of Public Speaking. There are, at a minimum, four "facts" concerning the element of fear in public speaking.3/

(a) The first fact to remember is that you are not unique in your fear or apprehensions of speaking in public. In fact, surveys by several colleges indicate that 90 percent or more of students who are enrolled in required speech classes suffer from stage fright. Further, as the age of the enrollees increases, it has been found that the percentage increases.

(b) A second fact about public speaking is that a limited amount of stage fright is useful. Though this sounds as if it is not a reasonable statement, many experts

1/ Frederick Borden, Effective Speaking for All Occasions (Larchmont: New York: The American Research Council, 1961), p. 10.

2/ Dale Carnegie, The Quick and Easy Way to Effective Speaking (New York: Association Press, 1962) p. 25.

3/ Ibid., pp. 26-30. It should be noted that the remainder of this discussion on the "principles" of public speaking is adapted from this source; i.e. pp. 30-43.

have pointed out that this is nature's way of preparing an individual to meet unusual challenges--a situation not unfamiliar to police officers. So, when you notice such things as an increase in your pulse rate and respiration prior to being called upon to speak, don't be alarmed. As in other cases if your body and mind are ready for the challenge these physiological reactions will equip you to think faster, talk more fluently, and generally speak with greater intensity than under normal circumstances.

(c) A third point to remember is that research has indicated that many professional speakers and actors never completely overcome the fear of appearing before an audience. In fact, the existence of "butterflies" was said to be present in almost all cases among professional speakers prior to their beginning to talk and, oftentimes, persisted through the first few sentences or lines of their presentation.

(d) The fourth fact concerning fear relates to its cause. That is, the chief cause of fear of public speaking is simply that a speaker is unaccustomed to presenting ideas and thoughts as a focus at a public forum. Understandably, public speaking is an unknown quantity for most people and, consequently, one which is viewed with anxiety and fear--factors that are not unusual to the police officer. Public speaking, however, has one unique factor that some other elements of police work do not have--that is, to make the public speaking situation less fearful and easier to handle, you need simply to practice and establish a record of successful speaking engagements behind you. Obviously, this practice will not be laden with the possibility of physical harm as some of your other functions; however, you should expect and be able to deal with the possibility that as you are in the process of developing your expertise as a public speaker, from time to time stage fright may curtail your effectiveness by mental blocks, lack of fluency, excessive muscle spasms and so on. Do not let this concern you, however. These are normal reactions among those who are developing an ability to speak publicly. So always remember, although

it may be mentally taxing, the element of stage fright will eventually be reduced to the point where it will prove a help and not a hindrance in selling the concept of crime prevention.

2. Principle Two: Prepare for the Speech in a Comprehensive Manner. Preparation has been likened to a weapon the public speaker uses against fear and the lack of self-confidence. In fact, it has been argued that only the prepared speaker deserves to be confident. Thus, "perfect preparation" can equip you to deal with your audience and, at the same time, handle your own self confidence as a speaker. There are, of course, a number of factors which are important in the preparation of a speech. Among these are:

(a) Memorization. Perfect preparation does not mean memorization. In fact, experts point out that speakers who memorize their presentations word for word are "courting disaster". That is, throughout our life, speaking has been seen as a spontaneous act--you don't think of words when you talk; rather, you think of ideas. Thus, if ideas are clear, words come naturally and unconsciously. If the presentation is memorized word for word, two things can happen. First, the chance is always present that you may forget a particular portion of the presentation. Second, even if nothing is left out during your presentation, it will most likely be delivered in a "mechanical" manner. Remember, be "human" when you express your ideas. Don't be a cold, disinterested speaker simply spreading memorized information as a tape recorder would.

(b) Organization. A simple guideline to preparation is to assemble your thoughts, ideas and convictions prior to attempting to speak. Clearly, this does not sound like a difficult task. However, it requires concentration and a great deal of focus on the purpose of your presentation.

(c) Rehearsal. By discussing the subject about which you are to speak, you can, in fact, "rehearse" your presentation while carrying on a general conversation. For

example, use the ideas you have selected to present in your crime prevention speech in every day conversation with friends and other police associates. That is, while in the locker room or at lunch, review crime prevention with a fellow police officer, watch his reactions and listen for his responses. He may provide some interesting ideas that you may be able to use in your formal presentation. In such a manner, you have not only rehearsed some of the specifics of your presentation, but you have informed another officer of the subject and gained from his knowledge and thoughts.

3. Principle Three: Assure Yourself That You Will Be Successful. There are a few simple approaches that you might use to build your confidence and assure yourself success.

(a) First, lose yourself in your subject. That is, develop the attitude that crime prevention is possibly the answer to everything. Although this, in fact, may not be true, a strong belief in your cause will equip you to convince the audience that your ideas and the concept of crime prevention is the most important thing that has been presented to them in years.

(b) Second, do not focus your attention on negative stimuli that may upset you. For instance, don't think about making errors in grammar or forgetting important parts of your presentation just before the speech begins. Further, don't trouble yourself about the inadequacies of the room, a noisy projector, and so on. In fact, it is especially important to keep your attention off yourself just before you are called on to make your speech.

(c) A final preparation technique which you may use to prepare yourself for your presentation. This process should start by first thinking about your presentation the day before you have to appear; second, you should give yourself a pep talk in front of the mirror when you get up in the morning; third, review your presentation just prior to arriving at the presentation; fourth, find out some important facts about

the person who will introduce you, as this will give you someone in the audience with whom you will be familiar. Crime prevention is something in which you have vast experience; and, that crime prevention relates to your basic philosophies of life.

4. Principle Four: Act Confident. One answer to developing courage when facing an audience is to act as if you already have it. Obviously, unless you are prepared, this technique will not be effective. If you are prepared for the presentation, however, and as a crime prevention officer you should constantly remain abreast of changing techniques, you should be prepared. Finally, just before you are asked to speak ". . . take a deep breath . . . in fact, breath deeply for thirty seconds before you ever face your audience . . . the increased supply of oxygen will buoy you up and give you courage."^{1/} Thus, if you convince yourself that you are confident it will be difficult for others to believe otherwise.

II. THE ELEMENTS OF A SPEAKING SITUATION

Regardless of the situation, there are four basic elements in public speaking. These are: the speaker; the speaking environment; the audience; and, the speech itself.^{2/}

As a crime prevention officer, you must address your message to a particular group to insure that the listeners will "interact" with you in the process. As such, it is important to remember that effective speaking results from careful analysis, a sensitivity to listener attitudes and the ability to adapt to the circumstances which arise during the speech. In an attempt to provide guidelines which will equip you to more readily respond to the various circumstances and situations which arise during the diverse speaking engagements which are going to be required of you as a crime prevention officer, the following discussions focus on the elements of the speaking situation.

A. The First Element--The Speaker

The earlier discussion concerning the development of confidence to perform as a public speaker offered numerous guidelines as

^{1/} Dale Carnegie, The Quick and Easy Way to Effective Speaking, p. 25.

^{2/} Waldo W. Braden, Public Speaking--The Essentials (New York: Harper and Row, 1966), p. 14.

to the role, responsibility and approach you may take in preparing for and delivering public speeches. It is thus sufficient to simply reference the five basic factors that should be considered as you perform as a public speaker. These include:

- (1) the development of a broad-based knowledge of crime prevention;
- (2) the need to think realistically and honestly about the subject;
- (3) the desire to communicate the topic to others;
- (4) a recognition of your responsibility to think about the audience which you are addressing; and,
- (5) a need to work toward and practice the art of public speaking.

B. The Second Element--The Speaking Environment.

The environment in which you deliver a speech includes such factors as the time of the meeting, the assembly place, prevailing customs of the locality, and the purpose of the meeting. To be an effective public speaker, it is important that you direct the tone and nature of your remarks to the particular occasion. As such, it is critical that you understand precisely why you have been asked to speak; what you are expected to contribute to the occasion; exactly how long you are expected to speak; and, what facilities are available in terms of communicating your message. For example, speaking at a noontime meeting of the Kiwanis Club differs considerably from addressing an evening meeting of a neighborhood group. Obviously the time and place make a difference in this example; i.e. the businessmen must return from lunch usually at an early hour. Thus, the timing of the speech becomes important. The example of a neighborhood group, however, suggests a different type of audience, the timing may not be as critical, and the environment may be less formal. In short, as a crime prevention officer, you should remain responsive to the environment when you prepare and present public discussions.^{1/}

C. The Third Element--The Audience As Listeners

All too often the collective term "audience" is understood to imply an impersonal mass of people wherein personal

^{1/} Ibid., p. 16.

interests are forgotten and individual ideals are overlooked. Moreover, speakers who accept this interpretation as a fact make a critical error. As you know from other elements of your police work, in an active assembly listeners do not lose their identity nor do they forget their personal aspirations and attitudes. Thus, never address an audience, but speak to individual listeners. In fact, when you face a group speak directly to particular persons in the audience and respond to their facial reactions. In making your presentation, you should be directing your total effort to reaching the group. Remember, your major goal is to have those assembled gain an understanding of crime prevention, develop favorable attitudes about the topic and, finally, take action to reduce criminal opportunity.1/

D. The Fourth Element--The Speech

Thusfar, nothing has been said about what a speech really is. In fact, there is no accepted singular definition of what a speech actually is. Rather, it is normally a "discussion of a particular topic". It might last for a few seconds to several hours; it may be delivered almost anywhere; and, may be presented impromptu, extemporaneously or from a manuscript.

Generally, a speech has five purposes:

- (1) to inform;
- (2) to entertain;
- (3) to stir enthusiasm;
- (4) to gain acceptance of opinions; and,
- (5) to stimulate action.2/

E. Prior Planning Is The Key

When you appear as a crime prevention officer to deliver a public address, the audience has every right to assume that it will not be a waste of time to listen to you. Therefore, it is essential that you remember those listening to you do not expect to hear simple truths, platitudes and generalizations. They expect accurate, worthwhile, exciting and interesting information. Thus, you must take the time to pre-plan and adequately prepare for your speech. The remainder of this section

1/ Ibid., p. 18.

2/ Ibid., pp.18-20.

will focus on steps which can be taken to develop and prepare the speech, the actual presentation of the argument and a detailing of ideas and innovations that you may use to focus your talk in a particular direction and, thereby, stimulate a particular audience. All of these factors, however, are dependent upon your interest and ability to pre-plan the presentation.

Moreover, before speaking you must plan carefully what you intend to say. Waiting until the last minute to prepare will not afford adequate time to develop your remarks, to rehearse them, to flesh out the various elements of your speech, or to provide the opportunity to develop confidence in what you plan to say. The seven important steps that should be followed in the preparation of a speech, some of which have been referred to above and others which will be discussed in more detail below are as follows:

- (1) analyze the audience or listeners;
- (2) limit the subject;
- (3) prepare a plan or outline;
- (4) gather proper supporting materials;
- (5) polish your language;
- (6) master the speech for presentation; and,
- (7) orally rehearse the speech.

III. ORGANIZING AND DEVELOPING A SPEECH

A number of elements go into the organization and development of a speech. Among them are the research which must be undertaken to provide an adequate basis for the presentation; grasping an understanding of the principles of oral organization; recognizing the several approaches and methods which might be used in delivering various types of speeches; outlining the speech; and, developing visual aids. Each of these elements is reviewed briefly below.

A. How To Develop and Research A Subject

As a crime prevention officer it is doubtful that you will have difficulty in selecting your subject. So, the first

real step you will have to take will be to develop something to say about crime prevention. As a start, it has been recommended by numerous experts in the field that before preparing a speech, the speaker should " . . . sit down and take an inventory of what (he) already knows, the points (he) thinks (he) wants to make, and (make) a list of possible sources of information . . . needed."1/

Although your initial ideas and notes may appear unrelated at first and you may think you have only the essential facts in mind, you will have started the process of developing a speech. And as many experienced speakers have pointed out, "getting started is one of the hardest steps in preparing a speech."2/

More specifically, by preparing a written inventory of your existing knowledge on the subject of crime prevention, three things will occur. First, by writing down your ideas and thoughts a flow of ideas will occur. Surprisingly, ideas have a way of multiplying themselves. Second, by developing an inventory you will have a better idea of the areas of the speech in which you need to develop more information; ideas which are questionable in terms of their value before a particular audience; and, areas of crime prevention in which you, yourself, are particularly weak. Finally, such an inventory will make you sensitive to items in the daily paper, figures in related materials and other police reports that you might not have considered valuable relative to crime prevention.

After you have prepared an inventory, there are three methods which you might use to add substance to your talk. Each of these is described below in summary form.3/

(1) Talk To A Wide Range of People. By discussing the crime prevention topic with not only your fellow police officers, but your barber, next-door neighbor, wife and so on, you will obtain a different perspective on the subject. In addition, you may receive vivid, first person information and unexpected human interest material about the subject which will make you sound much more persuasive when you finally deliver your talk.

1/ Maurice Forley, Public Speaking Without Pain (New York: David McKay Company, Inc. 1965), pp. 27-28. The remainder of the discussion on developing and researching the subject is adapted from this work, see pp. 29-33.

2/ Ibid.

3/ Ibid., pp. 29-31.

(2) Use Experiences From Daily Life. In preparing your talk use experiences that relate directly to the daily life occurrences of the citizen. That is, use examples of homeowners when talking to homeowners and do not limit your discussion of crime prevention to the mechanics of the problem when talking to businessmen. Remember--they are also homeowners. In this manner, you will better relate the topic to the listeners and, at the same time, assure them that you are, in fact, a knowledgeable speaker about the topic of crime prevention because you have framed the subject in a context familiar to them.

(3) Don't Hesitate to Draw On Secondary Sources. By continually educating yourself to what is happening in the field through the review of journals, books, reports and other subjects on crime prevention, you will be able to keep abreast of the topic. When preparing a speech, return to these sources and draw specific statistics and examples to dramatize and explain the topic to the group.

B. Organizing the Speech

Just as a construction engineer follows a blueprint to convert bricks, wood and glass into a finished structure, as a speaker you will need to follow an outline to transform several points on crime prevention into a meaningful speech. A first and important element in designing your speech outline is an understanding of the principles of oral organization and how they can affect your discussion of crime prevention.

(1) The Principles of Oral Organization. There are a few principles of oral organization which should serve as a foundation in developing your speech outline. They are:^{1/}

(a) The Use of Repetition. In some speeches it is advisable to repeat each main point as many as four times. For example, preview the main points to be developed; state, develop and restate each main point; and review all main points.

(b) Use Sign Posts or Point Indicators. This principle suggests that each main point in the

^{1/} Braden, pp. 45-46.

speech should be clearly labeled with a "first", "second", "third", or similar indicator which calls a new point to the attention of the listeners. For example, "my first point is ...; "my second point is...", and "my third point is ..."

(c) Do Not Overlook the Difficulties of Comprehending and Retaining Oral Material. In preparing your speech outline you should thus attempt to limit the number of main ideas to as few as possible; utilize summaries of major points within the speech; include visual aids as an integral part of your speech; and, provide for action in the speech where the audience can ask questions and reflect their attitudes as to what you have said concerning crime prevention.

Moreover, through the use of oral organization you will be able to make the topic of crime prevention as understandable and as clear to the audience as possible. You can accomplish this by telling your listeners again and again what you are attempting to say while stirring up their interest and furthering their understanding of the topic.

(2) Developing an Outline to Organize Your Speech. As noted above, organization of a speech is critical to its final presentation. Further, the organization serves as a blueprint to help the speaker to sequentially present his ideas in a logical and understandable manner. In this way, the listener will be in a better position to understand and follow the overall discussion. It will also allow you to build on a point to achieve the emotional impact and reactive conclusion that will induce the audience to take steps to reduce criminal opportunity. The basic advantage of an outline is that it does at least four things for you as a speaker. These are:^{1/}

(a) It compels you to analyze your arguments and examine supporting materials, selecting only the best and placing them in the most advantageous spots;

(b) It reveals any gaps or flaws in your reasoning and in the development of the points you are attempting to make;

^{1/} Forley, p. 49.

(c) It helps you remember what you are attempting to present at a particular discussion and also to deliver your thoughts with a minimum reliance on notes and manuscripts; and

(d) It enables you to get the most out of your points because they are presented in a natural or orderly sequence, reaching a climax without omitting essentials or distracting the audience with digressions.

(3) Natural Sequencing. In working out the order you wish to present your discussion about crime prevention, you should keep one thing in mind. That is, your aim is to carry the audience with you to the conclusion you would like them to reach. As such, you want them to understand your points and to remember them. Thus, you might conclude that it is important for you to present your points in a manner similar to that which a lawyer uses while arguing a legal point by presenting issues in a logical order. However, this may not be the case, nor may it always be preferable to take such a strategy when arguing the topic of crime prevention. It may be more preferable to rely on a natural sequence of topics in your discussion. Natural sequencing utilizes the psychologically sound principle of association of ideas, which may or may not be logical, but is the way most people's minds work. In terms of the general nature of talks, you will normally be presenting one of the basic principles of natural sequencing involving the problem and solution technique. This method of presenting your ideas and outlining your speech relates to describing the cause and effect sequence which surrounds the topic of crime and crime prevention. In utilizing this approach, your outline would fall into the following groupings:^{1/}

(a) State the problem with which crime prevention is attempting to deal;

(b) Explain why the problem is important and how much it matters to your listeners;

(c) State briefly other solutions that have been tried, then explain why they did not or will not work;

(d) Offer crime prevention as a viable solution to the problem;

^{1/} Ibid., p. 53.

(e) Present your argument supporting crime prevention; and,

(f) Tell the audience what they can do to bring about and assist in the crime prevention process.

Drawing from this basic outline or approach you should be in a good position to inform, educate and involve an audience in the overall concept.

(4) Inducing Audience Reaction. In conjunction with the general organization and outline of the speech, it is important to describe a little more thoroughly how the last element of the outline (i.e. advising the audience what they can do) can be handled. More specifically, since your conclusion provides the audience with a final impression, you will want to spend additional time on organizing this part of the presentation. As a general guideline, your closing remarks should be brief, they should be closely related to your audience's purpose; and, they should let your listeners know you have concluded. In designing your ending to achieve these purposes, there are six major methods which may be used:^{1/}

(a) Direct Appeal. In most cases your purpose will be to get the audience to do something. This is an effective way to end a speech. In that you have told them what you want them to do and why you want them to do it you now finalize it by asking them to act. One of the most frequently used means to do this is by making an appeal to their emotions or by voicing a declaration or challenge.

(b) Indirect Appeal. Sometimes you will be called upon to discuss crime prevention before a group that may not be in a position to take formalized action. In these situations you may want to conclude by indicating that action as a group may be difficult, but individual action would be both possible and valuable. In this manner you might borrow the prestige and influence of an established authority on the subject to reassure your listeners that they are not alone in what you ask them to think, feel or do. For example, the work of the National Advisory Commission on Criminal Justice Standards and Goals, or the Washington Crime Watch Program, might be quoted as references.

^{1/} Ibid, p. 57.

(c) Summary. By summarizing what has been said you may also find the speech to be effective. A summary will fix your points with each listener and by restating your ideas in different words you may reach minds that did not respond to your initial presentation.

(d) Look Ahead. Because your talk will be designed to stimulate the audience into taking specified future action, you may want to close the speech with a prediction. For example, you may indicate that without action to incorporate crime prevention in the policing process, the burglary rate and nature of burglaries, petty larcenies and so on are destined to grow at an ever-increasing rate. In short, this method of ending a speech will turn the thoughts of the audience toward the future and point to steps they might take.

(e) Ask a Rhetorical Question. The use of a rhetorical question that induces the audience to think about the matters you have discussed may be very useful when convined with another positive closing ploy. For example, as a crime prevention officer, you may summarize a particular action that might be taken by a community group. Then, you could finish by posing a question which they themselves could answer, but which would lead directly to the major point you were discussing. For example, you might summarize a neighborhood watch program by saying, "if steps are not taken to organize a group of residents to cooperatively watch what goes on within their neighborhoods and the entire job is left to the police, it is likely that burglaries will continue to increase. Is this the situation you want to exist in your neighborhood?"

(f) Refer to Your Opening Remarks. This technique may also have certain value, because some talks do not require a summary, an appeal, or a prediction. On those occasions if you have reported an incidence or an experience as a purpose of the speech, all that is required is to let the audience know that you have completed your discussion. A reference to your opening remarks will satisfy the need to tell your audience that you have set off to demonstrate a point and, in fact, have done so during your discussion.

C. Visual Aids

As soon as you have prepared your speech--whether in outline or fully-typed form--carefully note if there are areas which could be made more clear through the use of visual aids. If you find such places, and assuredly as a crime prevention officer there is a great potential that you will, concentrate on creating the best possible materials to do the job.

Obviously, it will be necessary to prepare visual aids well in advance. It is also notable that, when possible, you should enlist the help of a competent artist, draftsman, or photographer to prepare charts, graphs, drawings, cartoons, pictures, slides, and so on. In making the decision on the type of visual aid to use a number of factors should be considered, such as the advantages of different visual aids, their general use, and ways in which they might be prepared, and overall cost.

No attempt will be made to present discussions on the nature and type of aids which may be developed and presented on posterboard and other such media. Nor will a discussion follow concerning the use of blackboards or standing easels. Clearly, these may provide unique and valuable visual aid formats. Their use, however, is familiar to almost everyone and the important thing to remember is that when used, every attempt should be made to write clearly and legibly and not to expect that these aids will be helpful in a large poorly lit room where the audience may have trouble seeing the speaker, let alone a visual aid. There are a number of aids which, however, that are noteworthy. These include projection systems such as overhead projectors which are frequently available in educational facilities and larger auditoriums, and standard opaque projectors which you may personally own.^{1/}

1. The Overhead Projector. The overhead projector has three advantages. First, it can be used with a large group of individuals; second, it does not require that you move from the front of the discussion; and, third, it can be used without darkening the room. It is generally recommended that transparencies be used in overhead projectors to present listings of points, statistics and other figures that have a significant impact on your speech but which may be quickly forgotten by the

^{1/} The comments on the topic of visual aid project techniques is adapted from information developed by Mrs. Sally Riggs, Audio-Visual Specialist, National Crime Prevention Institute, University of Louisville, Louisville, Kentucky.

listener when presented orally. An advantage of this type of visual aid is the ease of preparation. Transparencies or other aids that are used in the overhead projectors can usually be made with standard duplicating machines to which most police agencies have access (i.e. Xerox, Themofax and Diazo duplicating machines can be used to develop the visual aid). In any event, special attention should be given to insure the availability of the special film and/or transparency substances that these machines require well in advance of the initiation of your speaking program.

2. Slide Projector. You may also wish to use a slide projector for your presentation. These projectors commonly use slides and have a number of advantages, but one main disadvantage. First, this medium can be used with a large group. Second, it allows you to remain at the front of the room while presenting the information. The major disadvantage, however, is that the lights must be turned off in order for the audience to gain the full impact of the information you are attempting to present with the visual aid. The purposes for which this type of projection system might be used are unlimited. It must be noted, however, that this projection system requires that special slides be prepared. This can be handled in a number of ways. First, a photographer could be retained to capture various scenes or subjects you feel add a particular value to the speech. An additional feature of this method is that the projectors are designed to work with a tape presentation which you may also prepare. This, of course, assumes that you have the equipment available, the time to design and perfect your speech and, finally, the inclination to go to these extremes to sell the idea of crime prevention. Assuming that this is the case, a booklet entitled "Slides with a Purpose" has been attached to this discussion. It clearly details the steps required to plan, produce and add sound to a visual aid presentation using the opaque projector technique.

Warning

One warning should be brought out at this point. Do not plan your whole presentation around a film or slides because if you have mechanical or electrical problems then you will have to talk, so take enough material to fill up your time space.

IV. PRESENTING THE SPEECH

As has been mentioned several times in this discussion, the primary goal of speaking is to communicate a message to an audience. Thus, in your discussions and presentations you must direct all aspects of the process toward contributing meaning and power to what you are saying about crime prevention. It is normally recognized that if you have prepared adequately and organized your speech in a manner which allows ideas to flow and develops an argument which is understandable to the audience your chances for presenting a successful speech are high. To maximize this potential, a few do's and don't's concerning the actual delivery of the speech may be helpful.

A. Control Your Body Activity

Ten guidelines are recommended relative to body control when making a speech. These are as follows:^{1/}

1. Approaching the Platform or Speakers Podium. When it is time for you to speak, have in hand all materials you intend to use such as notes, handouts, visual aids, etc. Walk to the platform with confidence and dignity. Do not start your remarks while you are still walking to the designated place where your speech is to be given. Once in position, pause a moment to allow the listeners to focus upon you. By your facial expression, create the impression that you have something important to say.

2. Stance. There is no one correct posture or stance for effective speaking. Rather, distribute your weight on both feet, perhaps with one foot slightly ahead of the other. Stand erect, but not painfully so, and not at a military attention position. Remember, avoid leaning or lounging on a chair, table or lectern. Project to your listeners the image that you have confidence in what you are saying.

3. Using the Speaker's Stand or Lectern. It is important to remember that anything put between you and a listener

^{1/} Braden, pp. 111-117.

reduces your directness. The speaker's stand or a table can constitute such a handicap. You can demonstrate your confidence as an effective speaker and also your communicativeness by standing at the side of the lectern. If notes are used and you wish to take such a stance you can, from time to time, refer to the notes without causing a distraction to the overall speech. Notably, if a microphone is needed for your speech it will be necessary for you to remain behind the lectern. In such instances, do not use the stand as a place to sprawl, droop, lean, or drape your body.

4. The Use of Notes. Much debate has occurred regarding the use of notes in public speaking. If you do use notes, prepare them in a form which is easy for you to use. Do not allow yourself to rely strictly on the notes and by accident lose your place and destroy the continuity of your discussion.

5. Facial Expression. Do not be fearful of conveying your feelings and reactions on your face and with your eyes. Let your audience know you are eager to have them understand that you are pleased with their responsiveness by remaining active and alert.

6. Directing Remarks. Face your audience and provide them with the assurance that you are conversing with them and that you expect them to listen. Look at your listeners at all times and at as many of them as possible. Avoid directing your remarks at a particular person or group; rather, focus your attention on various individuals within the audience and talk to them as persons. Do not stare out the window, at the ceiling, at the wall, at the floor, or into space. Actually communicate with the audience as you would with a single person standing across from you.

7. Relaxing the Hands. The best place for your hands is at your sides where they fall naturally. Keep your

hands relaxed, avoid playing or handling a pencil or other object, or folding and unfolding notes. Although it is hard to believe, your hands will attract less attention when you keep them in a normal position ready for a gesture or some other act.

8. Gesturing. Gestures are helpful in describing your point, in emphasizing a particular element of your speech or in symbolizing an attitude. They are, however, only important when the main enforcer intensifies the meaning. Remember, they should be: purposeful, easily seen; unaffected; varied; and, appropriate to the particular point. In addition, the gesture should seem unrehearsed and natural.

9. Movement. Move when you have a purpose. Do not pace just to have something to do. Changing position is useful in: introducing new points; giving the listener a break or indicating a change in a development; in adding variety and increasing interest; and, in giving the listener a better view of an object or exhibit.

10. Closing the Speech. You should end the speech in much the same manner as you opened it. After presenting your last sentence, look a moment at your listeners, then walk to your seat. In earlier times it was proper to thank your audience for listening; this custom, is, however, no longer considered necessary. You may, nonetheless, still use this technique when finishing your speech in that your role as a crime prevention officer places you in a traditional position.

Summary. To summarize this section and give you a few helpful hints that will make you succeed where others failed, the following suggestions are offered: don't lean on the speaking stand, don't rock back and forth on your feet, don't play with keys or change in your pocket, do keep good eye contact with all of your audience, use hand gestures and motions, voice inflection and a small amount of body movement to capture the crowd's attention to you;

finally, if you wish to establish rapport with the audience, move out from behind the speakers podium. Remember, one important fact will help you and that is "public speaking is not an inherent ability, but an achieved ability" and the more you do the better you will be.

B. The Importance of Your Voice in the Presentation

Your voice is the medium by which your ideas will be presented. Thus, there are certain essentials that you should remember when presenting a speech. If you are able to control your voice and presentation in relation to the following points, chances are good that the message will get across. The points presented below are organized in the form of a checklist or summary to provide you with an easy reference which may be consulted prior to making a speech. These are:^{1/}

1. Strive to be Understood. Attempt to give meaning to your word formation. Use your tongue and lips and other vocal organs vigorously. Don't drop the final consonant and do not eliminate any sound. Remember, intelligibility is difficult when you attempt to speak with something in your mouth. To talk while chewing gum, smoking a cigar, cigarette or pipe is likely to result in a muffled quality.

2. Use a Conversational Approach. The successful speaker strives to break down barriers through using the conversational approach. This means that you should attempt to talk to listeners in the same manner as you do in earnest conversation. Of course, in a large auditorium or intensely emotional environment, the speaker amplifies and extends his vocal power; but his conversational manner should be maintained. In short, attempt to radiate friendliness, good will and reassurance.

3. Watch the Rate of Your Speaking. As a crime prevention officer it is particularly necessary that you not be seen as a "fast talker" who fits the stereotype of a high pressure salesman. It has been proven that listeners sometimes feel distrust or uneasiness with a speaker who talks

^{1/} Ibid., pp. 119-127.

too rapidly in that they suspect he wishes to avoid questions and to gain acceptance without thoughtful analysis. It is comparatively easy to check your speaking rate. Simply count out 100 or 200 words and time your reading of the passage. Or, if you have a tape recorder, you can check your extemporaneous rate. When you are speaking from manuscript, estimate reading time by simply dividing your rate per minute into your total words. In five minutes you should be able to deliver a 750 word speech or not much more than three double-spaced pages of typed material.

4. Avoid Meaningless Vocalization. Fluency is often taken as a sign of being well prepared and knowing what you are talking about. Thus, as a representative of crime prevention, the insertion of "and" "a's" "aahs" and other meaningless vocalizations makes an audience wonder whether you really have a comprehension of what you are saying. Likewise, frequent repetition of such phrases as "on the other hand", "you know", etc. are also distracting.

5. Take Advantage of Changes of Pace. One secret of stirring interest in your audience is change of pace. This includes variations in: pitch, emphasis, loudness; and, timing. Ways to achieve change of pace include the use of a soft or low voice to indicate that you are giving the listener confidential material; offering important phrase or sentence in a low or high key to indicate importance; presenting important material at a slower rate; indicating rapid movement by increasing your tempo by using staccato tone; pausing before or after an important word or point of importance; pausing to give the listener an opportunity to catch up, relax, or assess a point; and, increasing tempo as you reach the main point of a discussion.

6. Present Yourself Favorably. Your voice affords a distinctive quality which identifies you. Understandably, some voices have a more pleasing quality than others. However, through practice a voice can be made more pleasing.

That is, because your voice reflects your attitudes, listen to a recording of yourself. What you hear approximates what your listeners hear. If you do not like what you sound like try projecting a more pleasant attitude. Experiment with this approach and you may find that you will be in a better position to present yourself favorably.

7. Maintain a File of Presentations. Crime Prevention Officers are receiving numerous requests for presentations by civic, fraternal, and business groups. Obviously, these presentations provide an excellent opportunity to spread the crime prevention concept throughout the community, and play an important role in the Crime Prevention Officer's community relations efforts. It is essential, however, for the Crime Prevention Officer to maintain accurate files on the groups he has addressed; the number of persons in attendance; the topics covered; who requested the presentation; and where and when the presentation was made. Such a file will be valuable not only in tracking the progress of the program, but will also help the officer avoid duplicating presentations before the same group.

V. CONCLUSION.

The substance of this discussion has focused on a number of points which will be helpful to you as crime prevention officers in presenting your message. The more you work on your presentation methods and practice giving speeches, the more confident and effective you will become. The ideas and guides set forth in this discussion may serve as helpful guidelines in your attempts to convey the message of crime prevention.

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CRIME PREVENTION AND THE PHYSICAL ENVIRONMENT

Crime Prevention and the Physical Environment

PHYSICAL PLANNING: A NEW DIMENSION IN REDUCING CRIMINAL OPPORTUNITY

A Brief History

For thousands of years man has sought to protect his person and property from victimization. As civilization broadened, victimization from wild animals became less common, but at the hands of marauding tribes and highwaymen, protection was not only more necessary but also more difficult. A primary means of protection then, as now, was a physical barrier or facility. Many early peoples took advantage of natural barriers for protection. Some built houses on stilts or legs that offered entry only by boat; others lived in caves or on cliffs that provided security by means of entry ladders that could be removed. As society evolved, castles were built that were protected by moats filled with water and occasionally wild animals, with entry permitted only by way of draw bridges. Cities, as well as castles, were, likewise, protected by high walls and other physical barriers.

From a practical point view, the traditions that evolved over the centuries provided a variety of mechanisms to protect man's person and property. This summary of architectural history references but a small portion of man's endeavors to protect himself against unwanted intruders. Although much progress has been made, unfortunately in building his contemporary environment man had no reference to tradition, simply because the need seemed so totally new and unlike any experience of the past. ^{1/} In an effort to provide adequate and available housing for an expanding population and to develop industrial, commercial and retail sites which would address the needs of a growing society, man built "...more without really asking what. (Thus) it (became) clear that (man has) built without much thought and without much concern and now (he is) stuck with the results."^{2/} Moreover, the ever-increasing crime rates caused, in part, by cities and structures, stand witness to man's increasing vulnerability to victimization.

^{1/} Oscar Newman, Defensible Space (New York: The MacMillan Company, 1972), p. 6.

^{2/} Ibid., p. 7.

The criminal justice system, which also made significant advances over the centuries, has seemed to suffer the same fate when faced with the challenges of the 20th century. That is, although several schools of criminology developed and varying approaches to keeping the crime rate within manageable ranges were attempted, the system has fallen short of its goals to counter increased criminal activity. Moreover, there has not been a significant number of alternative or innovative responses to the crime problem in many years. This position has been taken by a number of contemporary theorists and practitioners in the criminal justice field as expressed by the following quotation:^{1/}

The criminal justice system as it now operates has not created alternative responses to the crime problem and it has no effective solution to the problem. There are 2.7 million reported crimes annually which represent less than 40 percent of the total crime figure. From this figure, only 272,000 arrests, 100,000 convictions, and 63,000 prison sentences occur. If we had a defense system that operated at this level of efficiency we would be out of business in a short period of time. Two alternatives given for those who have been convicted are: (1) deterrence and punishment and/or (2) treatment and rehabilitation of individuals via therapy, job training and re-education programs. Neither approach has worked. If the present system is not workable, then the logic of the situation calls for an alternative model.

The above statement, while depicting the difficult nature of the current situation does not present the referenced alternative model. The belief that intelligent physical planning decisions have an effect on crime and other anti-social

^{1/} C.R. Jeffery, "Environmental Design and the Prevention of Behavioral Disorders and Criminality," Proceedings: Crime Prevention Through Environmental Design Workshop, sponsored by the Program for the Study of Crime and Delinquency, Ohio State University, July 19-23, 1972, pp. 1-2.

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behavior in a community, however, has been offered as an alternative by a number of contemporary theorists who are particularly concerned with crime prevention and the design of new approaches to the problem. These theorists recognize the fact that in early England, trees and shrubs were removed from roadsides to allow the passing traveller a greater degree of warning when attacked by highwaymen. In short, while the concept of urban planning and crime prevention is not new, it has not, until recently, played an important role in this country's criminal justice system. In fact, we have:^{1/}

...never considered crime prevention as an integral part of urban planning. We have finally gotten around to considering education, transportation, recreation, pollution and shipping as variables with which any city planner must cope, but security of person and property is not yet an item taken into consideration when we design and build cities...

Stirred by such comments as these, the National Institute of Law Enforcement and Criminal Justice of the U.S. Department of Justice as early as 1969 began providing funds to identify ways in which urban design could contribute to crime deterrence and how urban designers could work with city planning officials, police personnel and others toward that end. Moreover, while the more direct and obvious physical approaches to crime prevention (i.e. street lighting) have long received attention:^{2/}

...many of the features of urban form and structure...could tend to facilitate or decrease the probability of crime. Such physical features include the condition and maintenance of buildings, streets and alleys; evidence of recent construction; mixtures of land use; rates of pedestrian

- ^{1/} C.R. Jeffery, Crime Prevention Through Environmental Design (Beverly Hills: Sage Publications, 1971), pp. 216-217.
- ^{2/} Gerald Luedtke and Associates, Crime and the Physical City-- A Pilot Study prepared for the National Institute of Law Enforcement and Criminal Justice (Springfield, Virginia: National Technical Information Service, 1970), pp. 1-2.

traffic and pedestrian accumulation within various land uses; location of structures on an urban grid pattern; and, distance to adjacent structures. Other examples are types of parking facilities; visibility into structures from roads, sidewalks and adjoining buildings; concealment by trees, shrubs, parked automobiles, fences, signs and advertising; the visibility of entrance points; building set backs; and the number and arrangement of entrance points in a building.

Moreover, in the last few years urban planning and design professionals together with police personnel have come to realize the potential for crime reduction that exists when one realizes the relationship between an opportunity to commit a crime and aspects of the physical environment. Unfortunately, the law enforcement community as a whole has neither requested nor taken the initiative in becoming involved in this process. As a crime prevention officer you, however, have a unique opportunity to become actively engaged in this process.

Physical Planning: An Integral Part of the New Crime Prevention Concept

As was discussed during the lecture on the history and principles of crime prevention, one of the problems with the term "crime prevention" is that it means so many things to so many people. For purposes of this training program and for use by you as crime prevention officers, the term was defined in the following manner:

Crime prevention is the anticipation, the recognition and the appraisal of a crime risk and the initiation of some action to remove or reduce it.

While this definition is uncomplicated and straightforward, the "actions" that might be taken to reduce crime are, and have always been, a debatable subject among police, criminologists and others. In addition, the complicated nature of introducing a new concept in policing has further muddied the waters of

understanding. Thus, to narrow the scope of crime prevention and to help police officers focus on the nature of actions which they may initiate to prevent crime, the National Crime Prevention Institute adopted the crime prevention categories proposed by Peter Lejins of the Institute of Criminal Justice and Criminology at the University of Maryland. Specifically, Lejins identified three categories of crime and delinquency prevention: punitive prevention, corrective prevention and mechanical prevention. Although a discussion of portions of the punitive and corrective categories were presented during the lecture on history and principles, the nature of these categories as defined by Lejins and as adapted by the National Crime Prevention Institute are presented below.^{1/}

- Punitive Action: This type of prevention involves steps taken by various authorities to publicize the fact that punishment will be severe if crime is committed. This approach has been used for centuries and although many argue that it has limited value, Lejins emphasized that the threat of punishment and the fact that the punishment will be carried out (not necessarily the severity of the punishment) is still a major deterrent to crime.

- Corrective Action: This category of prevention is based on the premise that criminal behavior is caused by a variety of related and unrelated factors. Emphasis is placed on working with individuals or the social conditions within a community that channel individuals into crime. As such, the category has a dual focus. First, once an individual has committed a crime and has been convicted, sentenced and assigned to a correctional institution (or placed on probation) he is counselled. Obviously this approach has achieved varying degrees of success and, importantly, it takes place only after a criminal act has occurred. The second focus of the corrective strategy deals with altering social conditions. For example, based on this approach authorities would tear down slums, build new public housing, create new jobs, improve educational opportunities, and so on--steps that would potentially alter conditions under which it is thought that crime flourishes.

^{1/} Peter Lijins, Delinquency Prevention--Theory and Practice (Englewood Cliffs, New Jersey: Prentice Hall, 1967), pp. 35-39 and the National Crime Prevention Institute, Establishing A Crime Prevention Bureau, an undated report prepared by the National Crime Prevention Institute, University of Louisville, pp. 8-9.

- Mechanical Action: This prevention category deals with the placement of obstacles in the paths of criminals to make the commission of a crime riskier or more difficult. The mechanical category is the most recent approach of crime prevention to receive emphasis on a national basis. Typical means of improving mechanical prevention include manpower increase in the form of police, security guards, doormen and dogs; the use of mechanical and electronic devices in the form of more and better locks, alarms, visual and auditory sensors; and motorized vehicles to improve the mobility and surveillance capacity of police personnel.

The principle direction of the National Crime Prevention Institute emphasized the mechanical and corrective categories. Obviously, the punitive category is also important to the process, but it does not provide an easily adoptable approach for use by the crime prevention officer. More specifically, with regard to reducing criminal opportunity the Institute's approach to mechanical and corrective crime prevention goes beyond rebuilding a slum or applying improved security devices to the altering of a community through architectural design, remodeling of old structures, increasing citizen surveillance, and other programs that make criminal activity a greater risk. The nature of the following discussion, therefore, will focus on environmental design and the physical planning process as a means of mechanical and corrective action to fight the crime problem.

Architectural Principles That Impact Crime

In a landmark effort, the Select Committee On Small Business of the U. S. Senate issued in mid-1969 a report entitled Crime Against Small Business that focused on the many ways a small business enterprise is victimized. As part of its efforts, the committee convened an architectural task group to consider the effects of design on criminal victimization. As a result of this group's work, a number of "principles" concerning architectural concepts emerged. Two of the principles relate directly to physical considerations, which two are economic in nature. The following discussion draws from these principles in developing keystones to design and security consideration in crime prevention.^{1/}

^{1/} Small Business Administration, Crime Against Small Business, a report transmitted to the Select Committee on Small Business, U. S. Senate (Washington, D. C.: U. S. Government Printing Office, 1969), pp. 230-232.

- Intrusion Time. A key architectural concept in reducing crime is to increase the time of intrusion, including escape. This factor has come to be known in shorthand as Ti. The concept is based on the fact that in the psychology of the criminal, the complexity and length of time to complete a mission are crucial in determining whether he will accept the risk. This factor has been confirmed in interviews with convicted burglars. In particular, it has been found that the design of a majority of retail stores and other commercial buildings focuses on "attractiveness and sales appeal". These structures generally lack built-in security features. Locking devices are more decorative than functional. Alarm systems are generally installed only after break-ins. It has also been learned that even a non-professional burglar prefers and seeks targets that do not demand high level burglar's skills. This finding has also been documented in work that has focused on residential burglaries.^{1/}

- Time of Detection. After intrusion or break in, the key becomes detection and capture. These principles consist of a circular chain of events, or so-called systems approach, involving detection and transmission devices leading from: the place of intrusion; through communications lines to central stations and individual patrolmen; to the arrival of a police vehicle at the crime scene. This factor in urban design has been noted in shorthand as Tap. In the Tap function, the role of the architect focuses principally on intelligent physical design and the nature of the devices that will insure rapid transmission of illegal entry and timely response by authorities.

- Crime Deterrence. Crime deterrence is a combination of the intrusion factor (Ti) and the detection factor (Tap). In sequence, deterrence consists of the discouragement a person confronts when contemplating a criminal act;

^{1/} Gerald Ludeke and Associated, pp. 23, 28, 31 and passim.

the difficulty he faces in carrying out the act; and, finally, his potential of being captured. As these conditions increase cumulatively, criminal opportunity is reduced. For example, if a retailer's security investment was spent merely to insure quick detection and response by police, deterrence might not be maximized. If it takes a criminal one minute to smash a window, grab merchandise and escape, it is unlikely that a two minute detection and response time would be valuable either in deterring the crime or apprehending the criminal. On the other hand, however, if the same retailer added a new and stronger type of glass that required ten minutes to break, through which the intruder could potentially be observed, reported and/or detected, a two-minute response system would be highly effective in apprehending the criminal. Even more importantly, however, the deterrent potential of high strength glass combined with an "advertised" electronic detection system would likely increase the offender's risk to the point where the criminal act would not be perpetrated.

- Economic Consideration. Economics clearly plays a part in decisions to add sophisticated burglar alarms, locks and other security devices to a business or residence, just as it is a factor in police decisions to reduce response times. Yet, many measures such as solid core doors, security bars, and grating may be both effective and inexpensive. Further, careful selection of windows, doors, skylights, etc. used in a structure may be both attractive and secure. Although it is an individual decision as to what techniques or measures to use, the architect and crime prevention officer should be equipped to afford recommendations on this topic.
- False Alarms. Through good design, a crucial problem in protective systems--the false alarm--can be reduced. By the development and use of sturdier framing for windows and doors, as well as a variety of other means, security will be improved and equipment will be more reliable.

- Multi-Purpose Protective Systems. Efforts should be made to develop and plan for multi-purpose protective systems that will reduce the cost of crime prevention to the homeowner and businessman. Such systems include monitoring for crime prevention, fire, smoke, pollution, and so on.
- Configuration of Business. Efforts should be made in the future to plan for and design business establishments in a manner that will make pedestrian access easy while making it problematic and somewhat difficult for the entry and escape of criminals. This approach might include the use of common guards, placing businesses in a pedestrian path that would discourage burglars because of the potential for being observed and so on.
- Architectural Design in the Community. Steps should be taken by the architectural community, the police and planning and community development professionals to insure that the various aspects of physical design that impact criminal opportunity are integrated into local crime prevention programs.

In summary, the focus of the crime prevention definition used in this training program and that which is being adopted on a national scale draw heavily from the relationship of physical planning to criminal opportunity. These relationships deal not only with the physical elements of security, but with personal discretion on the part of homeowners, retailers and others who have to make the critical decision as to the costs and benefits of increased security. Clearly, the subject of crime prevention through physical planning has much to offer. Although only limited progress in the field has been achieved, the discussions presented below review certain key features and accomplishments that will be valuable to you as a crime prevention officer.

SOME CURRENT THEORIES ON CRIME PREVENTION
THROUGH ENVIRONMENTAL DESIGN

The Concepts of Oscar Newman

Oscar Newman, in a recently published book^{1/} developed strong arguments regarding the importance of and need to consider design and physical planning in the reduction of crime. Drawing on the relationship between the physical design of buildings and crime occurrences, Newman presented a number of interesting concepts. These include the concepts of: territoriality; natural surveillance; and defensible space. Each is reviewed below.

Territoriality. Historically, the family unit in this country has been related to the living space that it utilizes. That is, the single family home on its own piece of land, somewhat isolated from its neighbors but often by as little as a few feet, has been given credence in the western culture as the family's "territory". As such, the single-family home presents an image of "...defined ownership by the very act of its position on an integral piece of land buffered from neighbors and the public street by intervening grounds. At times, a buffer is reinforced by symbolic shrubs or fences, and in other cultures by high walls and gates. The positioning of lights in windows which look out upon the buffering grounds also act to reinforce the claim."^{2/} People have been said to exert self-expression through their home or territorial site because the site provides the individual opportunities for limited identification and becomes a factor of family/territorial association.^{3/}

Unfortunately, as the population has grown and the need for housing has increased, the trend toward the development of single-family units has been paralleled, if not outstripped, by the development of rowhouses, apartment buildings, and various high-rise structures. Architects, planners, and designers involved in

^{1/} Oscar Newman, Defensible Space: Crime Prevention Through Environmental Design (New York: The MacMillan Company, 1972)

^{2/} Ibid., pp. 51-52.

^{3/} Ibid., p. 52.

developing these structures have not paid a great deal of attention to crime control or the need for an individual or family group to identify with its home site in a manner that might affect crime. As a result, Newman points out that:

...most families living in an apartment building experience the space outside their apartment unit door as distinctly public; in effect, they relegate responsibility for all activity outside the immediate confines of their apartment to the public authorities. A question is whether there are physical mechanisms which can be employed to extend the boundaries of these private realms; to subdivide public space outside the private apartment unit so that larger dominions come under this sphere of influence and responsibility of the apartment dweller.^{1/}

Through extensive research and the examination of efficiently functioning housing developments, this theorist identified a number of mechanisms that might be used in the design process, or be added to a facility after the fact, that would promote the residents of multi-family dwellings to identify more with the ground or area around their immediate home site and to assume responsibility for its protection. Presented below is a brief discussion of a number of the mechanisms identified by Newman.^{2/}

The Site Design. It is argued that if the grounds around it can be directly identified with a particular building and if the residents of that building take a personal interest in the use or upkeep of that area, they will play a role in protecting it. That is, through proper site design a recreational area adjoining a building may be used as a buffer or restricted area that in some buildings that are of an L-shaped design, a recreational area positioned between the two legs of the "L" provides a semi-private territory unto which a number of the doors to the building open. By using the area for recreation (i.e. by providing play equipment for young children and seating areas for adults), the value of the area as a "private space" is further enhanced. And, the fact that children play and adults sit in these areas serves to increase the residents' concern with the activity taking place there. Strangers are usually recognized and their activity comes under observation and immediate questioning.

^{1/} Ibid.

^{2/} Ibid., pp. 33-77.

Another approach to site design based on the same principle involves the use of fencing to identify private space adjoining a building. For example, the area around a building might be fenced and within the enclosure play equipment, seating and other recreational facilities provided to entice the use of the area by residents. Through such an approach, residents are generally more prone to use the side. Correspondingly, a would-be criminal would not only be discouraged by the activity, but the physical barrier and "private" orientation of the space would pose an additional threat or risk (i.e. the knowledge that people within the physical area, the fence, would quickly be aware of his unwanted presence). It should be noted that Newman sees the use of such physical barriers as fencing as an extreme step but one that might well be necessary to involve residents in the crime prevention process.

The Compositional Versus the Organic Design Approach. In designing structures, architects sometimes use two fundamentally different approaches. On the one hand, a "compositional" approach may be used. This is based on each building or unit in a complex standing alone as a complete, separate, and formal entity apart from the land or grounds upon which it is built. Thus, little effort is made to develop relationships between the building and the ground activities (i.e. recreation and leisure time activities) that could serve to extend the residents' feeling of responsibility.

On the other hand, the "organic" approach is based on the need to "interrelate" building and grounds. In this approach the building helps to define the use of the grounds by way of access paths, play equipment, and seating areas located to serve the building's residents. This approach has proven to be most effective in extending the responsibility of prevention to the individual citizen.

Street Design. Research has shown that by the placement, enclosure or re-routing of streets and traffic, the nature of a particular area can be changed and the crime rate reduced. For example, a particular one or two block portion of a street might be closed to vehicular traffic and play equipment and seats added. In a number of areas where this technique has been used, it was found that "the residents claim that their street is now used very differently; children play in the central roadways; most everyone claims to know or at least recognize people up and down the block; and strangers on the street are greeted by questioning

glances..." Similar approaches involve re-routing traffic during particular times of the day or week and, where space is available, design a play and communal area.

Real and Symbolic Barriers. The mechanisms discussed above are physical barriers. There are, however, other types of barriers that planners and designers use in laying out an area. These include: open gateways, light standards, low walls, plantings and so on. Both physical and symbolic barriers serve the same purpose--to inform an individual that he is passing from a public to a private space. Symbolic barriers have, traditionally been identified by residents as boundary lines that define areas of comparative safety in that they cause an outsider to question why he is intruding in a "non-public space".

There are many places that warrant the use of real and symbolic barriers. These include transition points between a public street and the semi-public grounds of a building, or between the lobby of the building and the corridor or hallways on particular floors of that building.

Mechanisms for Internal Design. Although economics may sometimes enter the picture, the interior of buildings may be designed for specific groupings of apartment units and shared entrances that cause the residents of these apartments to develop a concern for the space immediately adjacent to their dwelling. For example, on each floor of an apartment building, two to four families might be required to share a common corridor area. The apartment doors would be grouped around that common corridor and access to elevators or stairs might be screened by a glazed partition. The net effect would be that the residents of the floor would "adopt the corridor as a collective extension of their dwelling unit" and, as such, would take an increased interest in its maintenance, upkeep and use.

Locating Facilities and Amenities. The location of particular types of amenities such as play and sitting areas, washer/dryer facilities, and so on will tend to give an area a high intensity of use and also support the idea of "territoriality". That is, the presence of residents involved in various activities, individually or together (i.e. children at play, women chatting, or doing the wash, or men engaged in other types of activities), brings the various functions together and provides for "casual surveillance by concerned members of the family and...screening out of possible intruders."

The Significance of Numbers. Newman's research has indicated that reducing the number of apartment units grouped together to share a collectively defined area, and limiting the number of buildings that comprise a housing project, are extremely important factors in the successful creation of an environment that residents will help to protect. Newman's research has documented the fact that housing projects comprised of fewer high-rise buildings (two to four) have lower crime rates than projects containing larger numbers of buildings. Based on this finding, the theorist argues that "there appears to be much less freedom of movement in the public spaces of the smaller high-rise projects. Unlike buildings and large developments, every building of a small grouping usually has an entrance directly off a public street. They more closely resemble middle income high-rise developments and look more private and impenetrable."

As a crime prevention officer you may not be in a position to directly employ these techniques. However, your familiarity with these approaches and the value of their use in the crime prevention process are important elements in your arsenal of tools to create public involvement in reducing crime. In particular, the purpose of outlining these tools was not to equip you to be a "designer", but rather to equip you to communicate with those who are involved in that profession. The discussion that follows will further enhance your ability to converse with designers.

Natural Surveillance

In particular, it has been argued that experience has shown that the ability to observe criminal activity will not, in and of itself, be adequate to stimulate an observer to respond with assistance to the person or property being victimized. Rather, the decision to act depends upon the presence of additional conditions, including:^{1/}

- the degree to which the observer has developed a sense of personal and property rights that are being violated by the criminal act;
- the degree to which the observer feels that the event is within his area of influence;

^{1/} Ibid., pp. 78-79.

- the observer's ability to clearly identify whether the act is unusual for the particular area;
- the observer's identification with either the victim or the property being vandalized; and,
- the degree to which the observer believes he can effectively alter the course of events he is observing.

Based on these conditions, Newman has identified a number of mechanisms that can be utilized in the design of the grounds and internal areas of apartment units, housing developments and other residential areas to facilitate "...natural, visual and auditory monitoring of activities taking place within them."^{1/} It is his contention that by providing opportunities for surveillance through the positioning of apartment windows in relation to stairs, corridors and the outside environment, continual and natural observation will be maintained and crime will be deterred. Similarly, Newman argues that if such steps are taken the security of observed areas will be understood by the potential criminal. This will make him think twice before committing a crime.

The first of these natural surveillance mechanisms involves the glazing, lighting, and positioning of the areas and access paths surrounding and leading to apartment buildings and units. This action both facilitates surveillance by residents and formal authorities. For example, buildings might be designed so that their entries face and are within 50 feet of a street; well-lit paths lead to the front door or lobby areas; and, the lobby area is arranged to afford good visibility from the street. Other related steps focus on the strategic placement of windows and fire stairwells; the lighting of lobbies and mailbox areas so they can be easily viewed from the street; and, the design of elevator waiting areas on each floor so that they can also be seen from the street level. Research has proven true the fact that if steps like these are taken residents will be more likely to become involved with protecting the facility; police officers, both public and private, will be in a better position to observe what is going on; and, the criminal will be leary of vandalizing the site.^{2/}

^{1/} Ibid., p. 79.

^{2/} Ibid., pp. 80-91.

A second technique that might be employed to increase surveillance is to design facilities "...so people within them will naturally view commonly used paths, entries, play and seating areas...during their normal household activities."^{1/} This concept also focuses on the strategic placement of windows, lighting, and open areas so that natural surveillance by residents is facilitated.

Another mechanism involves the subdivision of housing projects into small, recognizable and identifiable groupings that improve visual surveillance possibilities. Interestingly, this approach also serves to identify "private" space which, as pointed out above, increases the potential for residents to become involved in the crime prevention process. It is interesting to note that Newman's research discovered that "...in some housing developments where the surveillance of the activity of one's neighbors outside their apartments was possible, residents were found to be very familiar indeed with everyone's comings and goings--and occasionally, somewhat critical. The overall effect, however, was to cement collective identity and responsibility--through social pressures."^{2/}

Modifying Existing Environments

Newman's research also investigated techniques that might be used to modify and, thus, make more secure, existing housing projects. Although the methods explained below may require alteration or adaptation to the particular situation in your community, they may be used in a larger number of public and private housing developments throughout the country. The various modifications that may be made or recommended are presented in the following listing:^{3/}

- widening major pathways and using colored and decorative paving;
- differentiating small private areas (front lawns) outside each dwelling unit from the public path with low, symbolic walls;

^{1/} Ibid., p. 91.

^{2/} Ibid., p. 100.

^{3/} Ibid., pp. 163-187.

- the addition of public seating in the center of public paths located at distances far enough from private dwelling units to eliminate conflicts of use, but close enough to be under constant surveillance by residents;
- designing play areas as an integral part of open space;
- adding new and decorative lighting to highlight the various pathways and recreation areas at night and also to extend the residents' surveillance potential and feeling of security;
- where central court areas exist and are of a large and available nature, adding recreational facilities, seating capacity and pathway networks that add to the interest and useability of the areas;
- the redesignation of parking and play areas around buildings to create the illusion that the buildings are grouped where natural opportunities exist;
- modification of building entrances to create breeze-ways into building courts and to accommodate a telephone intercom for opening entry doors to the lobby;
- providing for the video surveillance of lobbies, elevators, and adjacent play and parking areas on individual home TV monitors (un-used channels of UHF channels or cable television systems);
- providing video surveillance of public grounds and central paths by security or public monitors; and,
- the installation of audio surveillance capabilities in elevators and at the doors of residences.

In addition to the above techniques, another important modification to the present system is to design telephone and reporting mechanisms by which apartment residents and those who live in large building complexes can reach police authorities. For example, if the complex has a private security guard system, the telephone system might be integrated with the police walkie-talkie broadcast band. When the security guard is away from the telephone post he would receive calls on his mobile unit. The same principle of immediate access to the public police has been initiated in many jurisdictions where emergency telephone numbers have been instituted.

In summary, "defensible space" is a term for a range of security vehicles--physical and symbolic barriers, strongly defined areas of influence and improved opportunities for surveillance--that combine to bring an environment more under the control of its residents. A defensible space is "...a living residential environment that can be used by inhabitants for the enhancement of their lives, while providing security for their families, neighbors, and friends."1/

This concept, while somewhat new to the criminal justice field and one that has yet to be adopted either by the law enforcement profession or the architectural and planning fraternity, has been proven to be of value through many years of extensive study. Importantly, it should not be forgotten that "... the physical mechanisms suggested to create safety and improve upkeep (as part of the defensible space concept) are 'self-help' tools whereindesign catalyzes the natural impulses of residents, rather than forcing them to surrender their shared social responsibilities to any formal authority, whether police, management, security guards, or doormen. In a sense (the concept of defensible space), takes its place as a partner to the political movements calling for the return of participation and control at the local level."2/

CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN

The approach proposed by C. Ray Jeffery in his work Crime Prevention Through Environmental Design is based on a multi-disciplinary approach that draws from such traditional fields

1/ Ibid., p. 3.

2/ Ibid., pp. 10-11.

as criminal law, administration of justice, criminology, penology, sociology, psychology, and education. In addition, he has drawn from such new fields as systems analysis, decision theory, environmentalism and behaviorism. Although the approach that this theorist proposes is innovative, it relates to the defensible space concept and is straightforward and understandable. Basically, the model for crime prevention proposed by Jeffery is based on the theory that action must be taken to counter crime before it occurs. Obviously, this is consistent with the philosophy that was adopted by the National Crime Prevention Institute. The following chart depicts the nature of the Jeffery model.

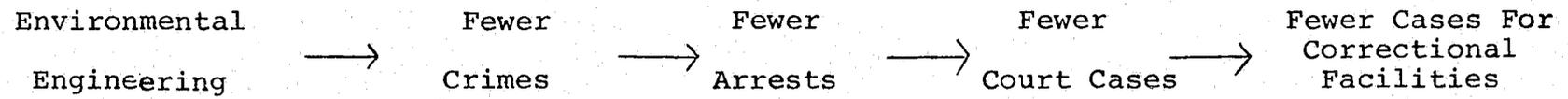
As is evidenced from the chart, the critical element in Jeffery's model is the environmental engineering component. This component is designed to provide both direct and indirect controls against criminal activity by reducing the opportunity for crime through science and technology and the use of various urban planning and design techniques. As a crime prevention officer, however, you will be interested in more of the specifics that Jeffery offers in terms of what environmental engineering actually is and how it can serve your purposes. With this information combined with Newman's work you will be in a position to understand and respond to questions and discussions on how urban design and planning can have an impact on the criminal element of your community.

The Environmental Influence on Criminal Behavior

The basis upon which Jeffery developed his thesis in support of crime prevention through environmental design is that "urban environments can influence criminal behavior in particular and behavior in general in two ways."^{1/} First, the physical surroundings in which people live have an effect on each individual. These physical characteristics include noise, pollution, overcrowding and the existence and un-monitored spreading of refuse and other unsightly wastes. The second element that must be dealt with in the environmental engineering formula concerns the social characteristics of the community that provide individuals with social relationships to which they must respond. That is, such characteristics as alienation, loneliness, anxiety and dehumanization are seen by Jeffery as keys to changing criminal behavior.

^{1/} C. Ray Jeffery, Crime Prevention Through Environmental Design (Beverly Hills: Sage Publications, 1971), p. 215.

Crime Prevention Through Environmental Design Model a/



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a/ Adapted by Koepsell-Girard and Associates from C. Ray Jeffery, Crime Prevention Through Environmental Design (Beverly Hills: Sage Publications, 1971), p. 22

In terms of these environmental characteristics Jeffery presents arguments that parallel those of Newman. For example, he indicates that with regard to the physical characteristics of the environment, buildings are all too often constructed so as to be dangerous, with corridors and passageways hidden from public view. Elevators, basements and storage and washroom areas are also fraught with danger due to their design. And, various large-scale housing developments are not secure in that they are often isolated from the main flow of traffic, both human and automobile and, as such, are closed to public use and public view. Citing additional examples, this theorist points to the isolation that is traditional among subways and that although in New York City "...the police now patrol subway cars at night, which has reduced the amount of crime in subways considerably, ...the platforms and exits are still not designed for personal security."1/ In short, Jeffery argues for the upgrading and re-design of abandoned buildings, better planning in homes, apartments, parks, and streets; recommendations that served as the backbone of the defensible space argument discussed above.

With regard to altering the social characteristics of the community and their relationship to criminal behavior, Jeffery maintains that:2/

Behavior is future oriented, not past oriented. A man steals because by so behaving he can have a car or money in the future, not because in the past he experienced psychic trauma or a broken home or poverty or delinquent associates. Criminal behavior can be explained directly in terms of the consequences of behavior, and not indirectly in terms of non-criminal variables such as poverty, race, or social class. Criminal behavior is, therefore, viewed as a problem to be dealt with, and not symptomatic of other problems--i.e. poverty, mental conflict, class conflict, unemployment, or undereducation. To change criminal behavior we must deal directly with criminal behavior by removing the environmental reinforcement which maintains the behavior.

1/ Ibid., p. 217.

2/ Ibid., p. 185.

Moreover, the approach advocated by this theorist is to change the environment to which the individual responds. In this sense, Jeffery has proposed a somewhat unique approach to implement his theory, to upgrade the physical environment, and to re-invigorate the social fabric of a community. A brief discussion of his urban renewal/social welfare model follows.

An Urban Renewal/Social Welfare Model

Basically, Jeffery believes that unemployment, particularly among young, minority, low-income persons breeds criminal tendencies. He thus proposes a new approach to employment whereby all unemployed persons 16 years of age or older would be drawn to public works projects. In his model, this employment would not be voluntary, since the financial support of the individual would be dependent upon his employment. More specifically, recognizing that the country, various states and cities all need new housing, hospitals, highways, schools and recreation centers and that the costs for this would be astronomical, Jeffery proposes to productively use those who are currently unemployed. Such a program could be established whereby "...unemployed men, derelicts, alcoholics, and drop-outs are placed in work details. Such details would start at a very menial level, such as clearing the streets, trimming shrubbery and painting old buildings. Those interested in learning a skilled trade would be placed in a job training program which was a part of an ongoing urban renewal project. Rather than training these individuals in job corps centers at a cost of millions a year, they would be trained in local community projects so that at the end of the year there would exist a new school, hospital or refurbished neighborhood, a new highway or recreation center."^{1/} In short, this model of employment could be transferred to prison programs, programs for the elderly, and the various groups that are now the recipients of welfare and who have found their physical and social environment to be less than satisfying. As a result of the application of Jeffery's model such persons would gain more self esteem, have an opportunity to develop better social relationships and also have a part in developing a better physical environment. Thus, the concept of environmental engineering would be implemented and the community as a whole would benefit.

^{1/} Ibid., pp. 221-222.

Clearly, the approach suggested by Jeffery is somewhat radical. One of its merits, however, is that it is consistent with the basic premise of reducing criminal opportunity. Therefore, Jeffery's approach may have transferability to you as a local crime prevention officer--although the question of dealing with the social environment is problematic, your involvement in getting people to help themselves in terms of crime prevention will be a first step toward changing the environment in which these people must respond.

ACTION APPROACHES TO CRIME PREVENTION THROUGH PHYSICAL PLANNING

Thusfar in this discussion, the focus has been on what architects, planners, and other non-police professionals can do in terms of various physical planning strategies to reduce criminal opportunity. As an experienced police officer you have long recognized that certain physical conditions can contribute to the rate and nature of crime. As a matter of course you have also developed a capability to identify high-crime risk locations by noting such factors as poor lighting and weak points of entry as potential crime targets. Clearly, the directions and approaches suggested by Newman and Jeffery are valuable in documenting the nature of situations which promote crime and also in outlining steps and mechanisms that might be used to counter criminal opportunity. Similarly, the need to involve other professionals in this process such as designers, city planners, and so on is an important job. The critical job, however, is for you as a crime prevention officer to identify some specific areas concerning physical planning and design that you can respond to and, in fact, take action against when you begin work in your community.

Yet, attempting to reduce crime or the fear of crime by regulating physical environments is easier said than done. In fact, as you are well aware, although crime prevention can be built into almost every aspect of community planning, it is often ignored for a number of reasons. For example, fragmentation of municipal, county and state agencies is a key problem. In addition, crime has historically and with only a few exceptions during recent years, has continued to be looked upon as the exclusive responsibility of the police, not of those in charge of education, housing, urban renewal, health, welfare or public works. Obviously,

there is a need for some interdisciplinary understanding both of the planning process by the police and the crime problem by the planners. Further, you will not be in a position to resolve and traverse the barriers that have developed over the years as a result of this training program. Yet, with your understanding of crime prevention combined with the knowledge that design techniques can, in fact, change the opportunity for criminal behavior, you will be able to talk the language of the planner and designer and to direct them from a police perspective.

It is notable that a number of police agencies have become involved in the physical planning process and have achieved notable results from their work. For example, the Fremont, California Police Department has been involved in a planning process and maintains that "...law enforcement should become an integral part of the master plan or comprehensive plan review in order to screen all redevelopment plans for safety and crime hazards."^{1/} Working with other units of municipal government as well as architects and designers, the department drew up a set of model guidelines for the evaluation of projects. The model included evaluation criteria dealing with such subjects as the accessibility of buildings to patrol units; traffic flow and off-street parking provisions and the location and regulation of cul-de-sacs, playgrounds, common greens, fences and security entrances. In addition, working with such agencies as the American Institute of Architects, American Institute of Planners, National Public Works Association, Association of Public Utilities, and others, the department identified a number of subjects that are of specific concern to the police officer and that should be considered in the design and planning stage of urban development. As a result of these efforts, the following list of design concerns was developed by the department:^{2/}

- Set Backs of Buildings: Front, side and rear;
- Wall Construction (interior and exterior):
industrial, commercial and residential;
- Door Construction (set backs and security):
industrial, commercial, and residential, including carports, garages and sliding glass doors;

^{1/} John Fabbri, "Crime Prevention Through Physical Planning," Crime Prevention Review, Vol. 1, No. 3, April, 1974, p. 4.

^{2/} Ibid., pp. 4-5.

- Windows and Skylights: Set backs, heights (from ground) show window display, and the type frame or pane;
- Stairs (stairwells and staircases);
- Balconies;
- Utility Boxes;
- Fences, Walls, Hedges and Screens: Set Backs, heights and louvers;
- Parking: public and private;
- Lighting: industrial, commercial and residential;
- Streets, Sidewalks and Walkways: location, slopes, curvature, grades and length of block;
- Alleys: blind and through alleys;
- Visibility of Valuables: People, safes, cash registers and personal property;
- Signs: street signs and signals, traffic signs and signs and advertising signs;
- Accessibility (approach, entrance and exit): pedestrian, vehicular, services, residential, commercial and industrial;
- Public Utilities and Easements: gas, water, telephone and electrical;
- Public Areas and Facilities: public restrooms, parks, bus stops and shelters, playgrounds, recreation halls and so on;
- Street Trees and Shrubbery: types, heights, and location.

Equipped with this information and other materials that you will be receiving in future segments of this program it will be your responsibility to initiate action in your community and to start the ball rolling toward improving the security aspects of the community physical planning process. There is a probability that the work and recommendations of the National Advisory Commission on Criminal Justice Goals and Standards may help you in your efforts to get involved in the design process. More specifically, the Commission noted:^{1/}

Every police agency should participate with local planning agencies and organization, public and private, in community physical planning that affects the rate or nature of crime or the fear of crime.

The Commission went on to say:^{2/}

Every government entity should seek police participation with private and public agencies and organizations involved in community physical planning within the jurisdiction.

Every police agency should assist in planning with public and private organizations involved in police-community related physical planning. This assistance should, at least, include planning involving:

- industrial area development;
- business and commercial area development;
- residential area development, both low-rise and high-rise;
- governmental or health facility complex development;

^{1/} National Advisory Commission on Criminal Justice Standards and Goals, Report on Police (Washington, D.C.:U.S. Government Printing Office, 1973), p. 129.

^{2/} Ibid.

- Open area development, both park and other recreation;
- redevelopment projects such as urban renewal and
- building requirements (target hardening), both residential and commercial.

Moreover, the future role of your agency in crime prevention through physical planning will depend on your initiative. The perspectives and knowledge of what is happening in this field, combined with a working knowledge of the language and your position as a crime prevention officer should equip you to "sell" this approach as part of your overall program. In this regard, it is important to point out that when you approach planners, designers and others who represent other professions in crime prevention don't be shocked if many of the representatives of these groups indicate that they had not been aware of the relationships and causal factors which exist between urban planning design and crime. Remember, they deal in concepts, approaches and ideas that have heretofore not been cluttered by the realities that you, as a policeman, had to face.

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RESIDENTIAL/COMMUNITY CRIME PREVENTION PROGRAMS

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Introduction

Involving the public effectively in risk management is no simple trick. Yet, we know intuitively that we must do it. But intuition is not enough to make us comfortable with the task. We need to express clearly to ourselves why public involvement is needed. It is easier to roll out of bed and go to work each morning if we can state clearly to ourselves why we are bothering to do that job.

One of the clearest statements of the reason for public involvement was printed sixteen years ago in the book, "Death and Life of Great American Cities":

"The first thing to understand is that the public peace... is not kept primarily by the police, necessary as police are. It is kept primarily by an intricate, almost unconscious, network of voluntary controls and standards among the people themselves...No amount of police can enforce civilization where the normal, casual enforcement of it has broken down."*

The purpose of this chapter is to analyze one of the major ways by which citizens can help law enforcement officers to enforce civilization. That major way is through community crime prevention projects.

The term "community crime prevention" has become a buzz-word --- repeated over and over like a stuck record. So, to begin, let's be clear about what we mean when we say community crime prevention. The term does not refer to action that can be taken by one citizen acting entirely alone. Such action might be better termed "crime avoidance" or "citizen crime prevention" instead of

*Jane Jacobs, Death and Life of Great American Cities, Random House, 1961, p. 33.

community crime prevention. When we speak of community crime prevention, we should be thinking only about activity that is done by several citizens jointly who are organized in some identifiable group, whether formal or informal. There is a massive difference between the crime reduction impact of citizen crime prevention and the impact of community crime prevention.

We need also to be clear about what community we are referring to when we say "community" crime prevention. Each citizen lives in several environments, or communities: his or her residential community, the work community, the social circle, and his or her recreational world, for examples. Each of those is a community and can be the site of either individual crime avoidance action or collective (group) crime prevention. It is in the residential community, however, that collective crime prevention is most effective. It is there that this chapter focuses.

The Neighborhood as a Human Grouping

The core element of community for most Americans is the neighborhood. The neighborhood is a very small place, as perceived by most citizens. They seldom define their neighborhood as much larger than two city blocks in each direction from their home. They care terribly about what happens within that radius and care progressively less what happens farther and farther outside that circle. The reasons for that tight circle of concern are profound and must not be ignored by those who would establish a community crime prevention program.

Zoology tells us that humans cannot function in herds. They can exist together in great masses, or we would not have our cities, but humans get things done in groups no larger than 30 and preferably fewer. Consider some examples. Thousands of years ago, the ancient Chinese military was organized in units the same size as the modern American Army squad -- 9 or 10 men. It is no accident that a jury has 12. Or that a football team has 11 and a baseball team has 9.

The Seattle City Council has 9. So does the United States Supreme Court. Jesus had only 12 disciples. The United States Congress has hundreds -- and gets very little done.

The April 1977 issue of Police Chief magazine was titled "The Community". It quotes Chief Roy Holladay of Salem, Oregon's Police Department concerning his experience in setting up a citizen/police committee. He said:

"In an effort to obtain as wide a representation as possible, we prevailed upon the city manager and mayor to appoint a group of 21 persons, not including the police officers...The large group became unwieldy...there was definite difficulty in controlling the discussion to center upon one major issue at a time or at least a limited number of related ones...We would suggest that the group be no larger than 9 or 11 persons."

(Emphasis supplied)

In Search of an Agenda

As a maxim, never form a group without assigning that group a specific mission. A neighborhood group formed with high expectations of "preventing crime" will disintegrate within a few months from lack of a clear mission. Consider the medical profession. Doctors never say, "Let's prevent disease." Instead, they set out after one disease at a time, such as measles or polio or typhus or cancer. Likewise, a community crime prevention project must level its sights on one crime or, at worst, one general type of crime. That crime then becomes the agenda of the group.

The selection of a target crime requires three steps. Any planning report or funding application for a community crime prevention project should describe.

1. An analysis of the community's crime patterns as a basis for selecting the target crime.
2. An assessment of what resources that community can and will contribute, short-term and long-term.
3. An assessment of what resources the local law enforcement agency can and will contribute, short-term and long-term.

How you choose to assess your own agency's contribution capability is best left up to you. Some points concerning the assessment of community resources and the analysis of crime patterns are appropriate, however. The development of Seattle's Community Crime Prevention Program is used as an example (not necessarily as a model) of crime analysis and community resource assessment in the following sections of this chapter.

Crime Analysis: By 1972, Seattle recognized that it -- like most other cities -- had a residential burglary epidemic. But before designing a program to reduce that crime, the City's Law and Justice Planning Office and the Police Department conducted the most thorough study of residential burglary ever done in that town. Based on the findings, they designed the Burglary Reduction Program* that began in late 1973.

a. That study showed that most residential burglary in Seattle occurred during daylight and early evening hours when alert citizens could likely witness the act. Therefore, it seemed prudent to design a program to increase public alertness and willingness to report burglaries in progress and to improve the public's competence as witnesses and reporters of such crime. (For example, 91% of our burglaries are not cleared and, of those that are, most are those that are witnessed.)

b. Access by burglars was most often through doors and less frequently through windows. Those portals were either unlocked or poorly secured in nearly 40% of the cases, because no force or minimal force had to be used. Methods of entry were, in most cases, unsophisticated. Therefore, a fortressing component seemed needed to teach citizens basic home security techniques and to urge them to use hardware already installed.

*The Program was also a joint effort, with half of the grant funds applied to police anti-burglary activity and the other half applied to create a new civilian project within city government but independent of the police. There were five civilian field workers. Today, there are 10, backed up by four office staff.

c. Only 11% of property stolen in residential burglaries was returned to Seattle's victims. Therefore, a property marking project appeared to have merit.

d. Of Seattle's residential burglaries 80% (8 of every 10) are burglaries of single-family dwellings, not apartments. Therefore, priority areas of town to be served should be residential areas of detached single-unit homes.

3. Burglars in Seattle are young -- true to the national pattern. In 1975, nearly 70% of the persons arrested or contacted on a primary charge of burglary in Seattle were age 17 or younger and more than half of those youths (54% of them) were age 14 or younger. The youth of the burglar reinforces the need for the program elements just mentioned:

(1) Public alertness and willing, competent witnesses can pay off because the youngsters, tending to live within a few blocks of their victims, might be known by name or family when seen in the act of burglary. Also the Block Watch neighbors can help conceal from the local youths which homes are unoccupied at any given time.

(2) Home security fortressing, such as use of deadbolts, can pay off because the youths are usually most unsophisticated in their ability to penetrate good hardware and are seeking the easy opportunity.

(3) Property identification numbers on property stolen near the youth's home make him very vulnerable if word of the act reaches the youth's parents while he is still in possession of the stolen items.

In summary, the key elements of the anti-burglary project arise from the nature of the crime, the predominant offender group, the offenders' methods, and the target dwellings' characteristics. Only careful crime analysis can provide that vital information.

A further step in crime analysis is to be sure that the crime to be addressed deserves such an expenditure of time and money. We found that one-half of all

property value lost in Seattle due to the Part I offenses was being lost to the residential burglar. (Residential burglars accounted for more than \$4 million lost in Seattle in 1975.)

To put this discussion of crime analysis in a nutshell, thorough crime analysis is the only way to determine which crime deserves such attention, which crimes can be addressed effectively by citizen initiative, and what specific citizen actions should be designed into the program. Crime analysis, therefore, provides a rational base for planning and program design to replace reliance on habit, hunch, tradition, public pressure or whim. In doing that, crime analysis also arms the crime prevention practitioner with convincing information to explain why the project does what it does the way it does it. That kind of data can hit like a .44 Magnum for you at budget debates.

A final point is that the extreme value of crime analysis makes it imperative that someone must do it. If pressures of time or budget prevent sworn personnel or others in the police department from getting it done -- and done well -- local government should assign the task to other agencies. In Seattle, much of the crime analysis function has been performed by the City's Law and Justice Planning Office, which is not part of the Police Department. Of course, the police are always involved because they provide the raw data. Much the same is true with impact evaluation studies, but nothing typifies the value of a planning staff better than the major contribution they can make to crime analysis. This has made a key difference in Seattle and I urge you not to hesitate to call upon your local equivalent of Seattle's Law and Justice Planning Office.

Neighborhood Resources: If crime analysis identifies residential burglary as the agenda crime for a community crime prevention project in your locality, you must then find out what each of the several "communities" can do

to help. The residential neighborhood can help most, for reasons explained below. But the other "communities" in which that neighborhood's people are involved can also contribute. That contribution will be limited mainly to spreading general public awareness of the anti-burglary project. Such groups include civic clubs, business associations, churches, auxiliaries, sports or recreational clubs, employee organizations, youth groups, schools, senior citizen clubs, etc.

It is a paradox that the two resources most often sought from such groups are the two least often available in any significant amount: money and volunteers. The amount of money available from such sources is too small to justify the work that must be invested to get it. Further, it is short-term only. The volunteers available from such sources are so short-term that the work required to find, train and manage them is seldom justified. That reality is not intended to degrade the value of volunteers; it simply recognizes the fact that the administration of volunteers is at least as complex as the management of paid personnel and few law enforcement professionals are experienced enough or have time enough for effective volunteer management. Poorly managed volunteers burn out rapidly through no fault of their own. The point is simply that a heavy influx of volunteers is not, of itself, a solution to anything unless project administrators are willing and able to use them most effectively. Whether your agency can do so or not is a key factor to be assessed in measuring your agency's contribution to the community crime prevention program.

The severe limitations on the contributions that can realistically be expected from groups such as mentioned above, the absence of funding sources at the community level, and the pitfalls of volunteerism all combine to draw attention back to that basic element of community -- the neighborhood itself.

In listing the resources of a neighborhood for an anti-burglary campaign, keep in mind that "neighborhood" refers to an area of usually one and sometimes two city blocks. Depending upon the size of the residential lots, one block will average from 20 - 30 households. Rarely will more than 60% of those households be willing to participate in a burglary prevention campaign and your constant objective should be to have at least 40% of the households participate. That level of participation will equal about 8 - 12 households per block.

If 40% - 60% participation seems light, consider whether any other neighborhood activity involves more than that. None does. The group can be very effective in reducing burglary with 40% of the households participating. Also, a participation goal higher than 40% tempts project personnel to use a "hard sell" that might include fear tactics that can lead to serious public relations problems. Further, there is little cost benefit in attempts to draw the uninterested or unwilling into a project that must, by its nature, be wholly voluntary.

Note that if each of the 8 - 12 households on the block supplies one active participant to the working group, the group will be at the optimum size for any human task group.* And there lies the first -- probably the most important -- of the anti-crime resources of the typical residential neighborhood.

A second neighborhood resource is the opportunity that the small group provides for manageable volunteerism through the Block Captain and co-captain elected by each Block Watch group at their initial, formative meeting. The pitfalls of managing volunteers are largely avoided due to the simplicity and very localized scope of the tasks performed by the Block Captain. The Block Captain (assisted by the co-captain) is responsible for:

*In rural settings, 8 - 12 families would also be the optimum number but the greater distance between homes will require various modifications to the Seattle-styled Block Watch activity.

1. Getting the engraver (loaned by the CCPP for two weeks) circulated to all households that signed the engraver reservation sheet.
2. Distributing the monthly CCPP newsletter to each Block Watch household.
3. Introducing any new neighbors to the Block Watch concept and attempting to recruit them as members.
4. Setting up the annual Block Watch meeting and any special meetings throughout the year, such as meetings with the local Police patrol officers.
5. Serving as that neighborhood's liaison to the CCPP and other agencies as various needs may arise.
6. Serving as the filter for all neighborhood reports of crime, vacation watch of homes, special attention to homes of the elderly on request, etc.

It has been Seattle's experience that the volunteer Block Captains are the easiest to manage of all the many potential types of volunteers and, at the same time, the most beneficial. Therefore, in listing neighborhood resources, the Block Captain is one of major importance. The 13,000 households in Block Watch in Seattle as of July 1977 are handled by a staff of 10 field staff only because that staff must deal with only approximately 1,300 Block Captains.

A third neighborhood resource is the subtle pressure the group exerts on its members to carry out anti-burglary behavior. For example, one is likely to supervise youthful family members more closely if several neighbors have made it gently but firmly clear that they expect such supervision. Also, one is more likely to engrave property, inspect and improve the physical security of the home, report prowling strangers, etc., if neighbors have stated that such action is appreciated and expected of one another. In other words, the Block Watch neighbors provide a classic example of the "subgroup authority" on which compliance with any code of conduct depends in every culture.

A fourth neighborhood resource is the knowledge unique to local residents of what is normal to the daily pattern there and what is suspicious, who are the

likely local culprits, what local businesses may be "fencing" stolen property, and what escape routes or hiding places exist in the area. With proper orientation at the Block Watch meeting and with the monthly newsletter's added detail about that neighborhood's residential burglary patterns for the month, the neighbors become more effective and more willing witnesses and reporters of crime. That orientation includes advice on what characteristics of a suspect or vehicle should be sought, how to use Emergency Telephone 911 effectively, how to set up a telephone-tree network among Block Watch homes, etc.

A fifth neighborhood resource for an anti-burglary campaign is the tendency of any group to moderate the misunderstandings or hostilities of one or a few members. Better than any "professional", the group tends to quiet the person who wants to fill a meeting with complaining about his or her latest traffic citation. Likewise, the group rejects any proposal by one adamant member that skull-cracking cures burglars or that all should buy guns.

A sixth neighborhood resource is that the group action fosters an attitude of mutual protective concern instead of generating further isolation and fear, which can be generated by individual home fortressing. For that reason, Seattle's CAPP does not respond to scattered requests for service by individuals. Seattle's project deals only with groups in order to reduce the isolation of families that permits the burglar to strike among them with impunity.

Those six neighborhood resources are not a total list but other contributions of the neighborhood tend to overlap or fall within one or more of those six. Those six contributions are often overlooked as resources and that is most unfortunate. They are key weapons against burglary and can be found nowhere except in the residential neighborhood. Our success against burglary may depend utterly upon how expertly we can tap those six resources.

The final two sections of this chapter deal with ways of bringing those neighborhood resources to bear against the burglar and, second, ways to sustain that citizen action after it is underway.

The Field Work

This chapter now becomes more detailed about field operational principles and techniques. It describes Seattle's Community Crime Prevention Program but, with your modifications, much of it will be applicable in any jurisdiction.

1. Site Selection: It is common across the nation for anti-burglary crime prevention projects to let the pressures or opportunities of the moment dictate what community (or interest group) is to be served by the project. The consequence is a project diffused all over a city or county map and, thus, not concentrated in any one area sufficiently to impact on burglary at all or, if it does impact, then unable to prove that impact.

Such projects can be termed "response oriented" because their site selection is often based solely on citizen requests for service. There are at least seven weaknesses in "response oriented" site selection:

- a. Few citizens will request service despite massive public information campaigns. Donated media space is seldom front-page or prime-time and the purchase of such is very costly. Spot announcements, although vitally useful, can only increase public awareness of the real action to follow. If that action is delayed much beyond the time of the spot announcement, the announcement will have very little value. In such cases, and especially in larger jurisdictions, a letter to the geographic "target area" is probably more effective than a spot announcement.
- b. Neighborhoods hit hardest by burglary are often least likely to request help. Areas lacking an identity as a distinct neighborhood or lacking a tradition of joint action tend to be among those with a high incidence of burglary. In other words, unless a project selects sites to be served, it will likely not be invited to those neighborhoods most in need of the help.
- c. A staff diffused all over the map cannot benefit from the most effective form of publicity -- word of mouth among neighbors.

- d. Follow-up with neighborhoods is extremely difficult and gets ever more difficult as more and more widely-scattered Block Watch groups are formed. For example, citizen Block Captains cannot be used as area coordinators very well by a project that is widely dispersed due to inadequate site selection.
- e. Evaluation of the anti-crime project's impact on burglary is impossible if thinly spread services are rendered only upon citizen requests for service.
- f. It is unrealistic to hold staff members accountable for specified service levels per week (workload objectives) when the staff is dependent upon calls for service. Further, the lack of geographic boundaries to be completed by the staff by a pre-set date leaves the staff in limbo without a concise, periodic sense of a "mission accomplished".
- g. Coordination with other agencies, especially police divisions, is impractical if staff must operate on short or no notice in scattered places.

In essence, the difference between a "response oriented" project and one that uses site selection is that the staff of the latter does not wait to be invited to a citizen meeting. Instead, that staff uses maps and street address telephone directories to choose a general "target area" and then to select clusters of census tracts and even clusters of blocks to be served. The selected areas then receive the above-mentioned introductory letter explaining that door-bellers or telephoners will be contacting them within two weeks to set up a meeting on the block.

Before discussing the pre-meeting activity in more detail in the next section, a few final points about site selection are needed. First, some rule-of-thumb appropriate to your own jurisdiction should be developed as the basis for selecting which areas are to be served. For example, Seattle's staff has used the criteria that (a) at least 10% of the occupied structures in the area were burgled in the prior year and, (b) 40% of the occupied single-family dwellings equals at least 10% of all occupied dwellings in the area.

The second point relates to the first: target on neighborhoods having a high proportion of single-family detached dwellings unless apartments are the dominant burglary site, which would be rare.

2. Block Watch Formation: Upon having selected an area to be served, the staff must be careful to identify all active citizen organizations or civic groups in that area and to contact those groups to explain what the anti-burglary campaign consists in. The staff should offer to speak at a meeting of any such group in order to inform the membership fully. The staff expectation of help from such groups should be only that they will support the concept in all of their local contacts and among their neighbors in the area. (Note the limitations of such groups described earlier in this chapter.) Simultaneously, local newspapers should be supplied with press releases about the anti-burglary project and should be asked if they will be able to provide progress report articles from time to time as the project moves through the community.

Of course, before providing information either to community organizations or to the press, the staff must know the key facts to be included. A "community profile" form is recommended, to be compiled by clerical staff from Part I Offense data and U.S. Census Bureau reports. The "profile" provides a reference paper for public speaking engagements and a source of factual information about crime patterns, housing characteristics and neighborhood demographics. The report should show cumulative incidences by types of crimes for at least one year prior and should calculate the rate (percentage) of change for each type of crime. The area covered by each "profile" should be no larger than a census tract; however, a city-wide or county-wide summary report is also a benefit when giving talks to civic groups with members who live in all parts of the jurisdiction.

Armed with such factual information, the project staff can convincingly introduce the project in the weeks immediately prior to the start of the neighborhood-level Block Watch organizing.

The first actual citizen contact takes place only after the community has been "prepped" as described above. Contact occurs by mailing. It is important to indicate the official nature of the program (by now, most Seattle citizens are aware of its existence) and the fact that it is without charge or commercial affiliation. The letterhead and envelope logo used in the mailing is conspicuously marked with the City of Seattle's official seal and helps to dispel any doubts regarding the authenticity of its contents.

In fact, the contents of the letter ought to gladden its receiver. After being informed that in 1975 one out of every twenty-four homes in Seattle was burglarized, the receiver of the letter is also informed that the City is now providing "three free burglary prevention services" of which he may soon avail himself. The letter describes the three primary services of property identification, home security checks and neighborhood block watch organizations. Finally, the letter states that CCPP staff will be appearing at their doors in about a week in order to register their participation and answer any questions they may have. The letter bears the signature of each CCPP staff member. Each resident of the targeted neighborhood receives such a letter.

The next contact phase is the "doorbelling" operation. Each of the community organizers canvasses the neighborhood as a team. Usually, their work is done in the early evening to ensure catching the residents at home. As they progress through the streets they fill in their "map" of house lots which will be transferred to a master log at headquarters. The map indicates each dwelling on the street and relative interest of its resident. The log also notes those not at home for follow-up visits or calls. Each visit lasts about three minutes

and reminds, reviews or presents the resident with the mailing. Residents are encouraged to participate in all program services but most importantly a block watch. As neighbors become interested in a watch this positive support is mentioned to the next contact. Until a permanent host is found, each individual expressing interest in the block watch is asked to host it in his or her home. If no host is found, but interest exists, the residents are invited to a meeting on the block held in the project's mobile unit. Once a host is found, he or she is responsible for the inviting of guests.

There are several reasons why an attempt to enter the home at this point is likely to fail: (1) the citizen may not have read or may not remember having read the introductory letter; (2) the citizen, in either case, may doubt whether the caller is a government employee instead of a burglar or salesperson; (3) the citizen may not have at that point discussed with neighbors whether they have received such a letter or visit; (4) the citizen may want to telephone either the police or the Program to verify the authenticity of the Program and the individual standing at the door; (5) the house may be "a mess" in the opinion of the resident or the resident may be embarrassed by his or her own appearance or attire; (6) the resident may want to confer with the spouse or other household members before admitting a visitor even if convinced of the visitor's legitimacy as a Program employee; (7) the citizen may be in the midst of cleaning the oven, may be intoxicated, ill, etc. Thus, because there are so many obstacles to being admitted to a given home at this visit, the staff has evolved toward using the telephone to "let your fingers do the walking".

"Doorbellling by phone", in this staff's experience, is more cost-effective than in-person visits at the early stage of implementation in a highly skeptical community despite the fact that it is easier for a citizen to refuse to participate

when asked on the telephone. In a highly receptive neighborhood, on the other hand, the in-person contact at the front door has much greater efficacy and is often used. It is extremely important for the staff to have the experience required in order to assess the receptivity level of a community and the operational freedom to employ either the telephone or the personal visit. Few factors destroy staff morale faster than ringing doorbells in a freezing drizzle after dark in a neighborhood well-populated by hostile dogs and having the great majority of doors slammed in one's face. (The Project Director who expects a staff to do it should do it for awhile.)

To clarify the methodology described above, the process can be summarized as follows: (1) the introductory letter is mailed to substantially all single-family and duplex homes in the community, (2) 30% to 50% of them will be willing to participate in the crime prevention effort, (3) only one-third of those willing to participate will be reached by phone after three attempts to phone them and be willing to set up a home service appointment. Therefore, one-third of those homes can be set up by telephoning. Less than that will be achieved if the telephone method is badly executed. Therefore, the following lessons-learned about telephone techniques deserve mention.

a. Most people can use a telephone but some people can use a telephone more effectively than others. If an individual on the staff has proven to be highly effective on the telephone, the team may designate that person to do much of the phoning. Conversely, there is no gain in forcing an ineffective telephone user to make calls.

b. The dominant life-style of a given community should dictate the time of day when calling should be done. Obviously, telephoning in the very early morning or very late evening is an absurdity. An effective field team will either intuitively sense or methodically test the hours during which the most households in a given community can be reached by telephone.

c. Given the difficulty of reaching people at home by telephone and the relative ease with which they can respond negatively and terminate the conversation, it is especially important that the caller's presentation be perfected to something akin to an art form. Key suggestions include limiting the conversation to a maximum of two minutes and following a definite sequence of statements: (1) introduce yourself by name, (2) state that all homes in that neighborhood are being contacted, (3) succinctly describe the Program, its benefits, and the role the answering party can play in the Program, (4) explain that a more complete explanation of home security measures will be supplied at the time of the Block Watch meeting, (5) explain that all homes on that street desiring property marking and home inspection will complete both during a two-week campaign, (6) ask the party whether that home can be the site of the Block Watch meeting, (7) if so, record the date and hour of the meeting on a log to be given to the staff member who will service that neighborhood or street, (8) note any refusal to participate so that the citizen is not harrassed by a personal visit later, (9) during the entire conversation, say nothing that is not wholly true and make no promise that cannot be kept.

When, as described above, the telephone is used to follow the introductory letter, the next action after the telephoning is to face the reality that door-to-door footwork is required. Households not reached after repeated attempts by telephone, or which have no listed telephone, must now be visited personally. The conversation at the door will be patterned on the conversation suggested for telephoning.

The optimum hours for doorbelling usually coincide with the optimum hours for reaching members of a given neighborhood by telephone, which times may vary in different neighborhoods, at different times of the year, and even by day of week. Four years of experience in Seattle strongly suggests that the optimum

hours for finding residents at their homes is on weekdays between approximately 5:30 p.m. and 7:30 p.m.

Especially in winter months, those hours require doorbellers to work in darkness, frequently in high crime areas. Therefore, doorbellers often work in pairs, each covering opposite sides of the same street or alternate houses on the same side of a street, so that they can see each other at intervals of no longer than a few minutes. The doorbeller's itinerary should be known to a team leader or family member so that an effective search can be launched if the doorbeller does not return on schedule. (The itinerary and other safety precautions become doubly important when a staff member must enter homes, such as when performing property marking and home security inspection services.)

If the personal contact or telephoning results in reasons to believe that the citizen or general situation might pose a special problem or threat (e.g., the citizen is incoherent, makes threatening remarks or sexual suggestions, shows or mentions a dangerous dog, etc.), such facts should be noted on the log as a warning to any staffer who will be visiting that household. It may be the opinion of the contacting staff member that no visit should be made at all, or only by a pair of workers, or only by a male, etc. There is no substitute for experience and training in detecting such potentially dangerous situations, especially on the telephone. And although such situations are relatively rare, some are certain to be encountered.

It is recommended that field workers carry a flashlight and a noisemaker such as a whistle or freon powered horn. Two-way radios do not seem warranted. Weapons are absolutely not recommended.

To gain credibility, doorbellers should be neat in personal appearance, although a uniform or coat and tie is not required, and should carry a copy of

the introductory letter recently mailed to the homes and should also carry an official governmental identification card. Doorbellers may want to park their government vehicles so that the government name or symbol painted on the vehicle is visible to residents when standing in the doorways of their homes. Names of all doorbellers should be on hand at police emergency and police public information stations so that a doorbeller can suggest that a skeptical citizen telephone the police to verify his/her identity while he/she waits at the door.

The doorbellers should emphasize that they are not salespersons, that they are government employees and that there is no charge for any Program services. They should emphasize that if the homeowner admits a staff member into the home, the staffer will enter only those rooms into which he/she is invited and will want the resident to be present at all times. Similarly, doorbellers should very briefly describe the Block Watch concept, state that a Block Watch meeting will be held soon on that block, and ask if the resident would consider hosting that meeting. In other words, the doorbeller or telephoner is "selling" the Program during the brief conversation. Therefore, the objectives and ultimate goals of the Program will not be achieved if the doorbelling or telephoning is done poorly. The citizens will ask many questions. The overall success of the Program depends materially on how those questions are answered. Therein lies a warning to programs that might intend to use volunteers as doorbellers or telephoners.

A key premise of Seattle's Community Crime Prevention Program is the opinion that neither Block Watch nor Operation Identification nor premises security surveys is as effective as a burglary deterrent when done alone as when done as

a package of services. Therefore, the Block Watch meeting is a prelude to further action (property marking and home inspections) as well as the major single part of Seattle's neighborhood activity.

Several specific objectives are sought as a result of each Block Watch meeting. The citizens must be brought to an understanding of those objectives by the staff worker who will conduct the meeting: that is;

1. That a Block Watch is a daily offer of protective concern among a small group (8-15) neighboring households. As such, the Block Watch is part of daily neighborhood life - not a series of meetings.

2. That a Block Watch is basically a defensive rather than offensive strategy and is based on the belief that there is greater and more immediate and less expensive benefit in preventing a burglary than there is in assailing the criminal justice system for failing to "do justice" after a burglary has occurred.

3. That the Block Watch defensive strategy includes identifying the precise patterns of burglary in that particular neighborhood and then acting in concert with government officials (police and non-police) to reduce one's own and one's neighbors' risks.

4. That the engraving of property, the posting of window decals, and the inspection of homes to find security weaknesses are essential early actions that increase security and start the process of group identity and action.

5. That as an organized, responsible group of citizens, the Block Watch members will find the criminal justice system more responsive to their needs than would be the case if each member acted individually.

6. That the Block Watch generates the positive feeling of alliance that helps enable the group to advance beyond the minimum security steps described above after those steps are completed.

Because of the importance of the initial, formative Block Watch meeting, the meeting should be carefully structured, planned and conducted. The following suggestions are based on this Program's experiences.

(1) A host family must be recruited to open their home for the neighborhood's first Block Watch meeting. Meetings should be held in a private home even if a school, church or other meeting facility is conveniently available and even if the home setting is less adequate in terms of space or layout. The dialogue is more relaxed and frank when in a home and the home setting is more consistent with the focus on residential burglary prevention. (This staff has no psychological expertise; however, the staff would recommend meeting in schools or churches only if the burglary to be prevented were burglary of schools or churches.)

(2) The family that will host a neighborhood's first Block Watch meeting may need a briefing about the number of guests anticipated, the fact that refreshments (if any) should be kept extremely simple, the fact that it is common for some guests (including the Community Organizer) to sit on the floor, that there has been no pattern of retaliation against host families among the 5,000 families involved to date, etc. The briefing should occur at the time of recruitment and no later than three days prior to the scheduled meeting. Experience will tell the staff member which hosts need what reassurances.

(3) Written notice to all neighbors should be provided three days prior to the meeting. The staff role is preferably to provide printed invitations to the host family for distribution to neighbors by that family. A telephone reminder to invitees is sometimes needed on the afternoon of the date of the meeting and may be made by the host family or by the staff.

(4) Invitees should be physically immediate neighbors representing 10-15 households, with perhaps one or a very few visitors from nearby blocks or streets.

Groups larger than 10-15 households tend to lack the commonality of interest and realistic mutual protection capability of a group of the recommended size. Also, larger groups tend to have identity and leadership problems. On the other hand, smaller groups are simply too few to feel secure in numbers and to achieve the desired density of security action in the neighborhood.

(5) If the neighborhood has a history of long or recently intense hostility toward the police or if the hosts or several neighbors request that the police not be present, the police should not attend the first meeting. However, such hostilities are the exception. In an estimated 90% of cases, the presence of the patrol officers or the Community Service Officers of the Police Department is appreciated by the citizens and is an asset to the meeting.

It is an unfortunate reality that the police budget and workload often severely limit the number of meetings that can be attended by police personnel. Even a brief visit by the police can add a great deal of motivation to the group of citizens. At one recent neighborhood meeting, the patrol officers assigned to that community attended during their off-duty hours (i.e., without pay) and brought their wives with them. The officers answered citizens' questions for more than an hour. The 24 citizens present were genuinely pleased and gave them a round of applause as the police "families" rose to leave the meeting. (Coincidentally, most of the families present were non-white; the officers and their wives were Caucasian.)

(6) The optimum hour at which to begin the Block Watch meeting appears to be 7:00-7:30 p.m. on any weekday evening except Friday. The meeting should last no longer than one and one-half hours. In order to accomplish the goals of the meeting in so short a time, the meeting must be controlled by the Community Organizer but in a non-domineering manner. So very much could be stated here about the delicate and difficult task of chairing such meetings but the length

of this chapter is already excessive. In any case, the best way to learn or even fully appreciate the techniques is to observe meetings conducted by untrained and inexperienced persons and then observe meetings conducted by the trained and experienced staff. Although techniques differ even among experienced staffers, a generally accepted model format is described below.

(7) A Block Watch meeting should occur substantially as follows.

(a) The Community Organizer presents a brief (10 to 15 minute) talk that includes an agenda of objectives for the evening, a description of the Community Crime Prevention Program and its effectiveness in reducing burglary, and all known and relevant data about the precise nature of residential burglary in that community.

(b) Residents then ask any questions about the nature and functions of the Community Crime Prevention Program and comment on the accuracy of the staff perception of the local burglary patterns as compared to what they (the residents) perceive those patterns to be.

It is noteworthy that the perception of the residents and of the staff are usually very similar: that residential burglary is committed by neighborhood youths using crude methods of entry (often through unlocked portals) to steal rather standard items, and with half or more of the burglaries committed in hours of daylight and rarely with vandalism or violence against persons. However, it frequently surprises residents to find that so great a part (70%-80%) of their local burglary is in that form.

(c) Discussion then follows at the meeting about how police methods (including patrol) can be made more effective in reducing such burglaries by the alert and organized support of local residents. Out of that discussion naturally flows consideration of why the optimum strategy against such burglary is to prevent much of it from occurring at all and how an active Block Watch can do so.

These discussions should be quite specific. If generalized, the discussions will smack of a public relations campaign and, consequently, few citizens will be motivated to participate in the Block Watch.

(d) The discussion should continue, building on the logic that the Block Watch actions are appropriate and effective responses to the agreed-upon nature of the burglary threat. The Community Organizer must be able to guide the discussion gently through that reasoning and then sense when consensus has been reached among the group.

(e) This staff's experience is that no film can achieve that line of reasoning or the consensus that arises from it either as clearly or as rapidly as can the discussions by and among the burglars' potential victims. Therefore, it is strongly recommended that 20 to 30 minutes of the evening not be wasted by showing any film.

(f) When consensus has formed, the group completes a mini-map of the block to initiate their telephone-tree by exchanging names, addresses and telephone numbers to be kept near the phone for rapid communication in reporting crime and alerting neighbors so that more witnesses will observe a crime while it is occurring. Then the group reviews the "Crime Reporting Guide" to help them be more accurate and willing reporters of crime. Next, plans are made for on-going property marking and security inspections, including selection of volunteer coordinators for those functions.

(g) Follow-up actions will be described by the Community Organizer, including the Community Crime Prevention Program newsletter that each Block Watch member will receive each month from the Block Watch Captain and the fact that Block Captain seminars will be held in the future. A Block Watch Captain will then be elected but only after the role of the Block Captain has been reviewed in detail.

(h) Details about the nature and future directions of the new Block Watch will then be discussed. The group may decide to plan a neighborhood-wide meeting to stimulate greater membership. If so, that meeting would appropriately be held at a large meeting hall or auditorium and would likely include a film about burglary prevention as well as a discussion with locally-assigned police personnel or other representatives. The Community Crime Prevention Program will provide all support needed for the success of such follow-up meetings.

(i) Those who wish to socialize after the meeting are encouraged to do so. However, the meeting should close at the promised hour with its objectives achieved.

Although other chapters of this Manual deal with residential security inspections and Operation Identification, it seems prudent to include here some of the main principles and techniques of those two services as they are employed in Seattle's project. The following points assume that a professional staffer will physically conduct the security survey and the property marking; however, Seattle's project has become so well-known among residents during four years of operation that the project now trains citizens to self-perform both functions. That training occurs as a part of each Block Watch formative meeting. The self-help method seems less applicable to new projects and so is not described in detail in this manual.

Usually, a resident who accepts one of the home services requests both of them. A staff member spends an average of forty minutes at a home in rendering a property marking plus a home inspection. Program policies and rules-of-thumb for property marking execution are:

(1) Engrave drivers' license numbers when available because they can be rapidly traced by police agencies if stolen property is found even in distant cities. Avoid using Social Security numbers due to federal restrictions on their

use by police agencies. If there is no driver's license number for any resident of a given household, urge a member of the household to obtain a non-driver's identification number through the Washington State Department of Motor Vehicles. Absent that, use birthdate and initials.

(2) Engrave with an electric etcher in preference to marking with ink visible only under a "black light" because relatively few police agencies routinely use a black light in their property rooms and also because marking with the special ink should be done under a black light and such equipment complicates a process best kept as simple as possible. Further, the light adds to the paraphernalia to be carried by the staff member.

(3) Engrave on non-removable parts of equipment.

(4) Engrave a maximum of ten items in any one household and advise the resident who wants more items marked that the neighborhood's Block Watch group should purchase one electric engraver to be loaned to neighbors as needed.

(5) Post at least one decal on a street-facing window or door and leave as many more as the resident needs so that the resident may post them.

(6) Urge the resident to inventory all household property for insurance claim and crime reporting purposes as well as to enhance the proof of ownership of property found by the police, and tell the resident to store the inventory somewhere other than in the home.

(7) Preferably, let any willing homeowner operate the engraver and leave a copy of the engraving instructions so that engraving will continue after the paid staff member has moved on.

(8) Advise the resident to photograph in color all objects not suited to engraving and to include in the photo an object of known, standard size (wrist watch, ruler, pack of cigarettes, etc.) as a guide to the size of the object.

In conducting the household security inspection:

(1) Do not inspect the security of second-story windows unless they are unusually vulnerable (a hillside location, for example) but do include basement doors/windows.

(2) Walk methodically through and around the outside of the home with the resident, reading together the home security checklist and discussing weaknesses observed and options for correcting those weaknesses. Leave with the resident a copy of the checklist with noted recommendations on it. Be precise in recommendations and advise contacting any reputable locksmith if the security weaknesses require complex remedies.

(3) Be realistic about recommendations that involve substantial monetary outlays if the household is obviously not one of wealth; further, give concrete examples of how other families have strengthened a home's security in similar cases by using a few nails or screws, etc.

(4) Do not enter any room until led there or told to go there by the resident.

In conducting both property marking and home security inspections:

(1) Arrive on time.

(2) Show official identification.

(3) Achieve the blend of casualness and professional efficiency that only experience teaches.

(4) While in the home, discuss the Block Watch and the role of the neighborhood group in fighting burglary but do not probe for names of local burglars or suspected burglars. Do not get side-tracked in conversations of extended duration concerning vacation plans, pets, the lovely potted plants, etc.

(5) Be gracious and polite, mindful that you are a governmental official and, as such, have no right to enter a private dwelling except as an invitee.

There are four distinct benefits derived by the Program from the methods described above:

(1) The resident will tell neighbors that participation was a pleasant and at least worthwhile experience and they, in turn, will be more receptive to scheduling the home services for their own sake.

(2) The entire neighborhood will be far more receptive to the concept of organizing a Block Watch if the home services were well done.

(3) A greater percentage of residents will actually implement the security recommendations and continue to mark property as they purchase new items.

(4) Staff morale will remain high because of relatively few citizen complaints filed against them, community appreciation of their work, and the personal satisfaction of having met one's productivity goals.

A final comment about the home service methodology used by Seattle's Community Crime Prevention Program is to note that follow-up surveys of homes in which security inspections have been conducted show that, in Seattle, 37% of those residents had made the recommended security improvements to their homes within six months of the date of the inspection. In other major tests of residential security inspections around the nation, that rate of compliance was as low as 5%. The 37% compliance rate is especially impressive in view of the obstacles to it: (1) a cash outlay is often required, (2) the recommended security measure may not be compatible with the lifestyle and living patterns of the family, (3) the measure may interfere with privacy or routine exit or entry traffic of the family, (4) malfunctions of hardware may have been experienced previously, (5) the aesthetic values and preferences may be offended by the measure, (6) the resident may lack the manual skills to install the item, (7) the cost of the item competes with the entire spectrum of non-security consumer goods. (See "Monograph: Residential Security", National Institute of Law Enforcement and Criminal Justice publication, Dec. 1973.)

The Aftermath

A law as universal as gravity says all things deteriorate. No human enterprise is exempt from that rule and it should surprise no one that a community crime prevention campaign requires reinforcement after the initial field work is complete. The anti-burglary effect of even the best community crime prevention field work will decline significantly within 12-18 months after that field work has been completed.

In order to slow or stop that decline, every community crime prevention anti-burglary project should have a maintenance plan built into the design at project inception. If not, the pressure to meet productivity goals will constantly push maintenance planning to a "back burner". Very suddenly, one year will have passed and decay will be occurring among neighborhoods served in the first few months of the project. Even if an eleventh-hour maintenance plan is then proposed, staff will have adjusted to a work schedule that did not include maintenance actions and will have difficulty finding time to re-contact previously established Block Watch groups.

Further, at every Block Watch meeting, staff should be stressing the importance of maintenance and the basic elements of the maintenance plan so that the members of each Block Watch will understand and respond to the maintenance activity that will follow the creation of their Block Watch. Obviously, a staffer cannot brief citizens about a non-existent maintenance plan.

Step one in developing a maintenance plan is to establish that the purpose of maintenance activity is to sustain the effectiveness of each neighborhood Block Watch in holding down the number of residential burglaries among the dozen or so homes in that Block Watch. If the maintenance activity is well enough planned and executed, burglary deterrent behavior may become so firm a habit among a core of the neighbors that the impact may be as near permanent as human endeavors.

can be. That is, residential burglary may remain reduced for many years in that neighborhood, despite turn-over among residents, because the core group will instill that anti-burglary behavior in any new residents. Mutual protective concern becomes a part of the daily life-style. For some neighborhoods, that is a large behavioral change. For others, it is merely an extension of a prior sense of community. In either case, the maintenance activity designed to bring about that pattern of mutual concern and make it a lasting pattern must be well thought out and carefully implemented.

After nearly four years of trial and error, Seattle's Community Crime Prevention Program has developed a five-part maintenance service that uses 40 percent of the field staff (4 of the 10 Community Organizers) full-time and approximately 11 percent of the time of each of the remaining six Community Organizers. In addition, a half-time office worker is employed for the purpose of researching, preparing and distributing the monthly newsletter. Details about the five maintenance components follow.

1. Monthly Newsletter: Titled "Seattle Safe & Sound", the newsletter is distributed by mail each month to each Block Captain in sufficient copies for her/him to hand-deliver a copy to each Block Watch member. There are two reasons for not mailing the newsletter directly to each household: (1) the postage cost alone of mailing to 15,000 families each month, and (2) the fact that newsletter delivery puts the Block Captain in personal contact with the Block Watch neighbors every month.

The newsletter is printed on both sides of a single page in order to save costs and to keep a brevity that encourages people to read it. On one side of the page is a summary of all reported residential burglary for that neighborhood's census tract for the month. That data includes total burglaries reported, day

of week, time of day, items stolen, methods of entry and comments. That data is compiled by Program staff from police field reports with the cooperation of the Seattle Police Department's Crime Analysis Unit. On the other side of the page are narrative highlights of "Block Watches in Action" and crime prevention tips, often submitted by citizens.

In order to insure accountability and responsibility, one staff member is held entirely responsible for the newsletter, including the accuracy of its contents, the preparation of the separate data for each geographic area, acquisition and writing/editing of features and educational articles, and all arrangements for printing and distribution. Those personnel costs must be anticipated in a project's budget request as well as the cost of materials and printing. For example, in August 1977, Seattle's project distributed 15,333 newsletters which, because each is printed on two sides, represented 30,666 separate photocopy impressions.

Despite the associated costs, the newsletter is abundantly justified for its value as a tool in maintaining the interest and effectiveness of the Block Watch groups. And to the citizen, it provides a monthly report of burglary patterns in the area at and near the citizen's own home. By eliminating myths and unfounded fear of burglary, the newsletter appears to help reduce the public fear of burglary while permitting citizens to plan burglary counter-measures based on facts. Public receptivity to the newsletter has been consistently and overwhelmingly favorable.

2. Annual Block Watch Meeting: One year after any Block Watch has been formed, one of the four Community Organizers assigned to the Maintenance Service Team will see to it that that Block Watch group has a meeting. Each year, the project creates 440 new Block Watches containing approximately 4,400 households. Of those 440 Block Watches created each year, an estimated 80 (18%) will be so

well established that the neighbors can conduct their own first annual meeting with guidance from -- not attendance by -- the staff. Therefore, the four members of the Maintenance Team are expected to personally conduct a total of 360 such meetings per year, which amounts to two such meetings per week per staffer.

In all subsequent years, the neighbors are expected to conduct their own annual meeting with minimal support from the staff. Effective staff work during those first two years is expected to enable staff to stimulate such annual meetings with just a few telephone calls in years thereafter. If not, an ever larger amount of staff persons would have to be employed solely to handle the annual meetings of all the Block Watch groups.

It is noteworthy here that the project's data coordinator (office staffer) will provide the Community Organizers with up-dated burglary data to be sent to the Block Captains for presentation and discussion by the neighbors at the annual meeting of each Block Watch. Also, the annual meeting is an excellent event for scheduling a speaker from some element of the criminal justice system and for having the local police patrol officers meet the Block Watch neighbors. Also, if neighborhood concerns other than crime have arisen, part of the meeting can be devoted to an airing of those issues at the annual meeting.

3. Block Captains' Meeting: Six months after the anti-burglary campaign has been completed for a large community area, an average of 60 Block Captains from that community will be gathered at a coordination and training meeting conducted by the members of the Maintenance Team. One such meeting is scheduled per month. The purpose is to evaluate each Captain's functional level, begin preparations for the annual meetings of each Block Watch, identify Block Watches for which new leaders have to be recruited, and allow Block Captains to reinforce each other in interest, commitment, activity level and methods. A form to

help with that evaluation and information exchange is mailed to all invited Captains prior to the meeting.

4. Burglary Alert Special Meetings: Office clerical staff use a telephone survey system called "Red Flag Monitoring" in order to contact Block Watch members and ask key questions that will indicate whether decay of effect is occurring. The completed questionnaires are submitted to the Maintenance Team members, who decide whether the level of decay warrants a special meeting. An additional factor is whether the level of residential burglary has increased substantially in the area. One such "Alert" meeting will occur every eight weeks in the community determined by the Maintenance Team to be most in need of such a meeting at that time. Although the agenda will vary to match the specific issues around which the meeting was called, commonly the meeting will include a review of burglary data for the area for the prior year and a comparison of the year before, a discussion of the specific patterns of that crime in that community, and a discussion of various proposals to counter the rising burglary rate. Participation by representatives of the Police Department is clearly important at the Alert meetings.

5. General Block Watch Support: With approximately 1,500 Block Watch Captains located in the City of Seattle, some of them are contacting the project staff at any given time to up-date Block Watch maps or membership rosters, to add new members to the newsletter distribution list, to obtain current burglary data, for liaison assistance in contacting other City agencies (especially the police) about neighborhood concerns, etc. All ten field staffers must allocate some time to such general support of the existing Block Watches. Operational planning must take into account that element of the workload.

The very brief account of the five elements of the Maintenance Service, as presented above, must not be allowed to indicate that planning and conduct of the Maintenance Service is taken lightly. Each element of the Maintenance Service must be planned and executed with as much detailed attention as is any element of the initial anti-burglary campaign in a neighborhood. For example, the Seattle staff allocates 53 hours to the preparation, conduct and follow-up work for one Block Captains' meeting and breaks those 53 hours down into 17 separate tasks.

Conclusion

This chapter has explored one type of residential crime prevention program: a type that might best be called the "urban village" model. That is, the chapter has described a type of community crime prevention in which the anonymity and isolation of urban dwellers is attacked by means of community organizational techniques in order to form small, neighborhood Block Watch groups that spawn a sense of community akin to that of a village or tribe.

Such techniques alone will never be the final solution to the problem of crime. There is no such finality when dealing with crime. However, as a supplement to traditional police methodologies, the technique holds much promise. That promise was described well by Oscar Newman in 1972:

"It is clear to almost all researchers in crime prevention that the issue hinges on the inability of communities to come together in joint action. The physical environment we have been building in our cities for the past twenty-five years actually prevents such...collective action...Police forces operating without community consent, direction, and control are a wasted effort, more irritant than deterrent. Means must be found for bringing neighbors together...."*

It is hoped that this chapter will trigger ideas in each reader that will be carried into action in her/his own work for making families more secure in their homes and neighborhoods.

*Newman, Oscar, Defensible Space, (New York, MacMillan Company, 1972) p. 1.

**INTERNAL MANAGEMENT PROCEDURES AND
THEIR IMPACT ON BUSINESS**

INTERNAL MANAGEMENT PROCEDURES AND THEIR IMPACT ON BUSINESS

AN INTRODUCTION TO PROCEDURAL CONTROLS

One of the constant problems facing every businessman is insuring that his employees are both productive and honest. One of the tools used to accomplish this objective is procedural control. Basically, procedural controls involve a series of systems that guide employee activities. As a police officer you are, of course, familiar with such procedure controls as general and special orders, procedures manuals, and the like. Many businessmen, however, are not aware that such controls can be quite beneficial, cost very little to institute, and can be implemented easily.

As a crime prevention officer your ability to recognize the need for instituting or upgrading procedural controls can be a valuable tool in helping to reduce criminal opportunity in business. This skill will also be advantageous in developing a dialogue with the business community. Therefore, in the following pages is presented a discussion on the various elements of business that are susceptible to control through various procedural means. These include: purchasing; receiving; warehousing and stockroom operations; and, shipping and delivery.

PURCHASING

Authority of the Purchasing Agent

The individual who serves as a company's purchasing agent is in an extremely important position. In fact, the nature of the purchasing agent's authority is such that he can actually manipulate processes for spending his company's money. Accordingly, purchasing agents can commonly fall prey to unscrupulous vendors who make every effort to "obligate" the agent to them. For example, vendors often attempt to wine and dine agents; present them with costly gifts during holiday seasons; and, so on. From the standpoint of the vendor, of course, this is all a "sales expense". However, from the standpoint of the businessman whose purchasing agent might tend to look less

1/ The substance of this lecture was extracted from Charles F. Hemphill, Jr., Security for Business and Industry, (Homewood, Illinois: Dow Jones - Irwin, Inc., 1971), Chapters 6, 7, 8, 9, 19 and 20. Due to this fact, no other footnotes are presented.

objectively at price and quality, the vendor's actions (and the purchasing agent's reactions) can become a direct liability.

Because of this eventuality, a number of companies have developed policies concerning the acceptance of gratuities. Such policies cover the spectrum from those that are loosely and informally structured to those that go so far as to specify the types of gifts that can be accepted, the amount that can be spent on such items, and the frequency of acceptance. Other firms have simply taken the position that no gratuities, however small, may be accepted. Regardless of the stance taken, however, it is important that some set policy be established so that all persons concerned--including vendors, purchasing agents and management--know the ground rules on how the game is played.

In establishing such a policy, an underlying factor concerns the nature and extent of the purchasing agent's independent authority. If the agent is aware that his actions are monitored through specific procedures he will be far less eager to become involved in "buddy systems" with particular vendors, the results of which could be easily traced. In addition to establishing clear cut procedures to achieve this end some firms use a second official to approve new or unusual purchases that are to be made by the purchasing agent.

Centralization of Purchasing

Security experts maintain that it is desirable whenever the size of the firm permits, to centralize all purchasing operations. This process has two basic advantages. First, centralized system purchases are usually larger which results in lower per unit costs. Second, centralization affords better supervision of control procedures.

Control of Purchase Orders

Purchase orders, the written record that an order has been placed for a particular item, are an important part of any purchasing control system. Experience has shown that a secure system uses pre-numbered order forms, with copies of executed purchase orders being filed in (the accounts payable department, the receiving department, and the central file

copy attached to letter of intent to purchase or sell). Pre-numbering of the order forms facilitates their accountability in sequence. Security experts indicate that sequential accountability is a useful tool because it is unlikely that an order would be destroyed and that if the eventuality occurred, it could not be done without arousing suspicion.

The importance of sufficient carbons of purchase orders cannot be over-stressed. Authentical copies produced by carbon paper or other specially treated paper protects against unauthorized changes, additions, or modifications which could be costly to a business.

Another point that should be emphasized concerns the sending of purchase order copies to the receiving department. Firms normally require receiving clerks to clearly note the quantity, condition and other characteristics of merchandise received. If this procedure is carefully followed, it is possible to follow up on short shipments and to avoid over-paying a vendor. The use of lower-level employees in a receiving department, however, may serve to weaken this procedure. One action taken to compensate for the lack of conscientiousness among lower-level personnel is to send purchase order copies to the receiving department that do not indicate the quantity of merchandise ordered. When a shipment is received, the clerk is forced to count each piece of the shipment. The accounts payable department, whose copies include quantity information, then compare orders with receipts. This technique has been found to be quite effective in keeping shipping clerks on their toes as well as insuring accurate purchasing activities.

Separation of Purchasing, Receiving, and Authority to Pay Bills

The three major functions of the purchasing process are: (1) purchasing, or ordering merchandise; (2) receiving the merchandise; and, (3) authorizing payment for the merchandise. The opportunities for fraud multiply geometrically when any two of these functions are performed by one individual. Therefore, wherever possible, these functions should be maintained separately. Even if the businessman's most trusted employee is handling the process, it is a proven fact that greed has no loyalties.

Embezzlement Schemes

A number of schemes have been used by skillful employees to embezzle great sums of money. One of the principal safeguards against this form of loss is a purchasing system in which every purchase or expense invoice must be supported by valid documentation before it is eligible for payment. Documentation such as copies of the purchase orders, shipping documents, receiving reports, and so on all provide proper indications of the approval and authenticity of an order and make it difficult for the embezzler to operate. Yet, sometimes even with a balanced control system clever embezzlers attempt to divert funds by payment to fictitious companies or an actual company on a fictitious invoice. To succeed in his scheme, the embezzler must first obtain a set of supporting documents to justify payment and to give the payment the appearance of proper authorization and approval. Quite often, obtaining such documents is not difficult for an insider who is involved in other elements of the purchasing process. A common technique is to "re-cycle" papers that have already been processed once. One tested method of thwarting such a scheme as this is to run the various supporting documents (i.e. receiving report documents, shipping documents, purchase orders, etc.) through a perforating machine at the time payment is authorized. With perforations spelling out the word "cancelled", a fraudulent presentation on the second occasion would be quite difficult. A number of cancellation machines to provide this safeguard are available at a reasonable cost.

Another common type of embezzlement technique involves the use of corporate checks. Using un-numbered blank company checks, the embezzler can pay bills to fictitious companies for non-existent materials. If this employee is also involved directly or through an accomplice in his firm's bookkeeping process he can easily reconcile bank statements and adjust the books to make it appear that such payments were standard operating procedures. To avoid this type of fraud, the use of pre-numbered checks should be recommended, coupled with the careful protection of available blank company checks. Both sections should be involved. The matter of who receives the bank statement first is left up to the employer. (If the section

responsible for handling cash and preparing checks is omitted, there would be a delay or no method of check number comparison for auditing purposes).

Bill Padding "Kickbacks"

This is another technique commonly used to siphon money from a business enterprise. The opportunity for its use generally arises when an employee is given independent authority to order services or merchandise. As a "fee" for being selected, a vendor obliges by returning a percentage of the gross order to the purchasing officer or other specified individual. This arrangement is quite common regarding contracts for publicity, advertising, art work, architectural design, copying, printing, mail handling and customer services. The cost to the businessman generally occurs in the form of higher contract awards or shoddy service or materials (this is the vendor's way of making up for lower profit).

To minimize opportunities for such losses, a policy might be instituted that requires management (1) to receive records of competitive bids; (2) to call for the periodic use of a non-standard vendor; (3) to notify various suppliers that contracts will not be awarded to vendors that offer gifts or gratuities to company employees; (4) to develop and utilize contractor and supplier bids lists to which all potential purchases are sent.

Another area of concern involves "conflict of interest". In particular, a businessman should make certain that employees do not have a personal interest in a vending operation that supplies his employer's company; such an arrangement can easily lead to favoritism at the expense of quality and cost. Even though there may not be a direct association with a competitor, it may be that a relative is employed by the competitor, vendor, or purchaser. Care must be taken that the same vendor or purchaser is not constantly utilized without proof of low bids or need.

Purchase Orders Should Be Complete

Finally, periodic spot checks should be made to insure that freight charges and selling prices are entered accurately on all purchase orders. This will avoid misunderstandings at a later date and will reduce the opportunity for the padding of figures by dishonest employees.

RECEIVING MERCHANDISE

In many instances, theft or embezzlement is made possible by lax control over the receiving of merchandise. Because opportunities for employees or others to steal property increases greatly at any location where goods are brought into or shipped out of the premises, special precautions must be taken.

There are a number of general steps which many smaller firms take to counter this problem. These include: limiting the hours of receiving to certain specific times; posting the schedule on the receiving dock; assigning the duties concerned with receiving, stock keeping and delivery handling to three different employees; and periodic and unscheduled appearances on the loading dock by members of the management team under the guise of looking for a "special shipment". In addition, there are a variety of other protective measures that can be taken to secure receiving operations, including the following:

Receiving In A Protected Area

Several experts point out that it is best to receive goods and materials on a sheltered, inside dock. Within such areas it is also recommended that only suppliers' vehicles or company cars be permitted and that the physical lay out be arranged to eliminate "blind spots" so that receiving clerks can observe the entire area. Procedures should also be established that cause deliveries to be brought immediately inside a warehouse to insure that no merchandise remains on the receiving dock and becomes prey for surreptitious action. Finally, efforts should be made to insure that receiving doors be closed and locked when the area is not functioning. A buzzer or bell can be located on the receiving door to alert employees to the arrival of a shipment.

Freight Should Not Be Approved From A Packing Slip

Experience has shown that warehouse employees should never verify a receipt of shipment from a "packing slip". Packing slips are often illegible or hard to decipher and represent only the items that the shipper claims to have sent,

not what he actually delivered. The packing slip may, therefore, be at great variance with the amount of merchandise actually received. For convenience, however, employees often initial the packing slip as a note that the merchandise has been received; a procedure referred to as "blind receiving". If the actual shipment is counted and a variance is found, it is too late. In addition to the procedure described above (i.e. a purchase order containing no "quantity" information), a procedure might be instituted whereby a report requiring reconciliation of the merchandise received is completed and checked.

Checking the Weight of the Product Received

In those situations where products are ordered by weight, rather than by unit, each shipment should be weighed at the time of acceptance. Although this calls for a graduated scale at the receiving dock, it is a worthwhile investment. Once such a procedure is initiated, the accuracy of the scale should be checked and certified on a periodic but irregular basis to counter possible tampering.

A Central Receiving Area

Security experts generally maintain that it is desirable for all merchandise and materials to be received in one designated area. By controlling receiving in one area management can be more certain that merchandise is not removed by unauthorized employees; that materials shipped are actually delivered (if there are a number of delivery points vendors may attempt to confuse employees by dropping materials off at service docks where the order is not supposed to be delivered); and, steps can be taken to more carefully monitor whether deliveries have been damaged, opened or tampered with. This can be done very easily in large warehouse receiving areas by numbering the loading docks plainly and by listing the door number on the invoices, purchase orders, and letters of intent to purchase.

In-Store Receiving

The delivery runs to sister stores should be on a scheduled basis when at all possible in order to insure

that a supervisory member would be available at these pre-determined loading/unloading times. When a businessman has more than one store or facility, he may need to ship merchandise which is available at one site to another to meet shortages or demands. Under such situations the same receiving procedures should be applied as are used if an outside vendor was involved. That is, just because a shipment is coming from a sister store does not mean that it should not be carefully recorded and accounted for. Short shipments and other skim off techniques can be perpetrated by someone on the inside quite easily if lax controls become common knowledge.

Using a Copying Machine In the Receiving Process

By utilizing a duplicating machine, some businessmen have improved their receiving system and also their security. A machine should be selected that can duplicate the receiving carbon copy of the purchase order on copy forms which include a number of sheets and which use different colored paper. Through this process the amount of writing relative to incoming shipments (as well as omissions and modifications) can be substantially reduced. This approach also eliminates the nuisance of handling suppliers' outside shipping documents; the difficulty of handling and deciphering poor carbon copies; the necessity of typing information over again on a receiving document; and, the confusion of processing partial payments in shipments. Both the receiving and shipping direct agent (the truck driver or deliverer) should initial all copies of any shortages or partial shipments at the time of unloading.

Filing Claims

Since freight is frequently received in a broken or damaged condition, losses may be considerable if claims are not consistently filed. Thus, it is important that responsible clerks be properly trained in claim filing procedures. A multi-carbon verification system should also be established to avoid pilferage, re-sale or other related schemes. If the damaged item has a series number, use it on the claim form in order to prevent the re-introduction of the item in a re-sale scheme.

Receiving By Railroad Car or By Trailer

Shipments that are received on such carriers as these are usually secured at their point of shipment with metal seals crimped by a locking tool. Each metal seal bears an individual number. A notation of this seal number is customarily placed on the bill of lading or the shipping document at the time the shipment leaves the factory or supplier. To provide maximum protection, however, procedures should be implemented to insure that the seal numbers on the shipping cartons agree with those recorded on the bill of lading. Such a verification should be made before a shipment is officially received to avoid overpayment or loss of items.

Another procedure that should be used when shipments are received by box car and unloading is not possible at the time of delivery, is that some companies simply close the door and secure it with a company seal. Unfortunately, this procedure provides little protection. The recommended approach is to have the receiving warehouse formally receive and secure the box car door with a substantial padlock. In addition, it is an accepted practice of railroad special agents and freight forwarders to nail shut box car doors with large spikes. Wheels should be blocked in order to prevent "rolling" of the box car to another location for the purpose of breaking and entering the box car at a more secluded location. Once the box car has been unloaded, the block or brake should be removed.

WAREHOUSE AND STOCKROOM CONTROLS

The warehouse or stockroom of a business is its reservoir of resources. Employees should be encouraged to look upon the warehouse or stockroom in the same way that a banker looks on the vault that safeguards the bank's cash reserve. Poor warehousing conditions, either in main or feeder aisles, frequently contribute to a loss of respect for all merchandise handled by employees. In fact, some experts maintain that poor warehousing conditions give employees the false impression that stock is of little

value to the company which leads to theft. In short, the warehouse or stockroom is a critical area requiring sound procedural controls. A number of these controls are outlined below.

Audits of Merchandise

The businessman should set two procedures in terms of merchandise auditing. First, frequent checks should be made to reveal the quantity of materials that should be on hand in relation to what is actually available. Second, if merchandise counts in the warehouse do not check out, the possibility of theft should be immediately considered.

The Perpetual Inventory System

A perpetual inventory is one of management's most useful tools in avoiding loss. Almost all methods of reducing inventory shortages begin with this system. Some businessmen may argue that this system is complicated, time-consuming and costly. However, in the long run, such a system has proven to be cost-effective. This system is called "first in first out" inventory. The savings to the company lies in the fact that "first in" inventory items are purchased at a lower price and can therefore be sold or "first out" at a lower price than later in-coming merchandise.

The basic premise of the perpetual inventory system is that merchandise on hand be reconciled with inventory stock counts through the physical examination of merchandise on an ongoing basis. This process will more than pay for its cost. It should be noted, however, that such a system is not valuable if it is not followed with physical audits, either by the firm's internal audit department or by a representative of an outside firm.

In addition to money saved, the system provides other advantages. For example, it provides current inventory figures to the sales force; inventory shrinkages become known

to management almost immediately; customer relations may improve because adequate supplies are constantly on hand; and, employees interested in pilferage are discouraged because they know management is regularly furnished with inventory information. Regardless of the system you recommend, however, it should always be stressed that a businessman should not, out of force of habit, accept the warehouseman's count of the merchandise under his control. This practice has led many entrepreneurs down the road to bankruptcy.

A final factor regarding this system concerns inventory records. In short, all records should be carefully secured at all times when they are not attended by authorized employees. Efforts should also be made to authorize employees to maintain such records who are outside of the warehouse or stockkeeping department. (A simple diagram of a very simple perpetual inventory system - see attached sheet "A").

Accurate Counting in the Warehouse

Regardless of the type of merchandise, better control is obtained if arrangements can be made to store supplies and inventories inside a warehouse or a fenced area. Combined with this approach is the need to count merchandise accurately, rapidly and frequently in the storage area. Security experts have pointed to a number of tips which may help in this process. These include:

- arranging merchandise on wooden storage skids in a uniform manner;
- dividing the storage area into sections and maintaining all stock of one kind in a particular location;
- using portable battery-powered adding machines to keep track of stock; and
- marking each box with a symbol (such as an "X") that are not completely full.

The High Value Room or Cage

When a stock of general merchandise is handled, items of small size and comparatively high value are prime targets for theft. To protect these items it may be advisable to use a "warehouse within a warehouse". Often however, when such a system is introduced employees may be resentful that management is not displaying good faith and trust in them. This feeling of resentment may be eliminated if the employees understand that much of the value of the enclosure room derives from the protection afforded against the wandering customers and possibly unreliable temporary warehousemen brought into work on a daily basis.

With regard to the rules of the high value room, many companies have found it is important for such rooms to be constantly attended when not locked. In addition, it has been found that losses are sharply reduced if access is limited to authorized stockroom or warehouse employees.

Stockroom Attendants

As in the case of high value rooms, it is important that the stockroom be attended at all times. A responsible attendant will quickly note when unauthorized people are present or when efforts are made by particular employees to surreptitiously obtain certain merchandise.

Temporary Employees

Temporary employees who seek jobs in warehouses and stockrooms are often the types of persons that are "drifters" and are unable to face up to any type of regular responsibility. To protect against these "high risk" individuals, policies might be established whereby: part-time warehousemen would be subject to observation or close scrutiny upon leaving the warehouse at the end of a shift; a regular employee would be assigned to work with each temporary employee; a permanent employee would accompany a temporary employee in all his duties; or, whereby a supervisor would observe temporary employees when leaving the warehouse.

Warehouse Palettes

Many types of merchandise are stored or transported on wooden palettes or skids. These palettes are valuable and can be sold. Thus, the businessman should avoid the loss of palettes by issuing strict rules. For example, spot checks should be made of incoming shipments and various sections of an industrial site to insure the return and adequate accounting of palettes.

Rotating Merchandise

Another policy that can be used to reduce loss is rotating warehouse stock. Under this procedure, older stock is moved first, thereby avoiding spoilage or obsolescence. (Again, "first in first out" procedure).

Control of Company Auto Tires and Accessories

Employees are sometimes tempted to steal tires purchased as replacements for company vehicles. Other related accessories of value susceptible to theft include batteries, spark plugs, tools, etc. Every effort should be made to protect such items, including the use of a chain link run through stored tires secured with good padlocks. Serial numbers should be recorded and checked when they enter and leave the premises.

Securing the Company's Forklift

Forklifts used in and around warehouses are important and valuable pieces of equipment. Unless properly secured, however, they could lead to significant business losses. Examples of such losses include burglars who have used them to get inside a factory by crashing wooden or steel doors. Forklifts can also be used to lift accomplices to windows otherwise inaccessible. Finally, they can also provide entertainment to a passersby, particularly youngsters. If the passerby is injured through the unauthorized use of such equipment, the businessman is subject to a law suit under the so-called "attractive nuisance theory of tort" (personal injury). Thus, when not in use the forklift should be removed

from sight and carefully secured. All internal vehicles and conveyor belts should be secured or de-energized mechanically for obvious reasons.

Restricting Access to the Warehouse

As mentioned earlier, it is important to restrict access to warehouse and storage areas. Only those who have a reason to be in the warehouse should be permitted access. Such things as "limit lines" can be printed on the floor which indicate to truck drivers and other non-employees that the area will be carefully regulated. Restrooms for truck drivers/deliverers should be at the closest, most direct route and/or in the least vulnerable area from the loading dock.

BUSINESS LOSS IN SHIPPING AND DELIVERIES

Two types of control systems are generally employed in a warehouse and delivery situation. One focuses on internal controls by which shipments or deliveries are authorized. The second involves controls over the actual physical processes of shipping and delivery. These controls and variations are discussed below.

Internal Controls by Which Shipments are Authorized

Some losses result from improper or unauthorized shipping and deliveries. To minimize possible loss, an invoice or shipping ticket should serve as the basis for the assembly of any merchandise for shipment from a warehouse. Merchandise processed on any other basis, even in an emergency, can easily lead to loss because proper billing cannot be assured. Another possibility for loss occurs when only one person is involved in a shipping and delivery situation. For example, an employee who requisitions a particular item, writes out a sales order, delivers the item, and accepts the money can easily destroy the sales order and pocket the proceeds.

Selecting and Checking

In filling shipping orders from written tickets, some businessmen have found that a satisfactory system is to

utilize one employee to select the stock and a second to check and pack the order. This arrangement insures accuracy in the delivery process and increases the difficulty of unauthorized shipping. Notably, an audit of orders at this stage in the shipping process can easily show with what frequency errors are committed and incorrect merchandise distributed. One auditing and control technique in this situation is to deliberately inject errors into the shipping flow. This approach determines whether the shipping clerks, or the basic shipping system, are capable of detecting, reporting and correcting such errors. Usually, the "mistake" injection into the system involves the selection of an item similar in appearance to the merchandise ordered, or the inclusion of a greater quantity of merchandise than was specified in the order. Managers have found this technique valuable especially when employees involved in the process are commended for detecting and reporting errors. To be effective, however, employees must be advised that the procedure is to be instituted in auditing the system.

The Deliveryman and Extra Merchandise on the Truck

On the whole, company deliverymen and truck drivers are reliable. However, delivery procedures can expose merchandise to unusual hazards. For example, loaders, checkers and so on are human and can make errors in counting. Thus, from time to time, additional items may remain or be placed on a truck. At the end of the day, many companies require that a driver return all extra merchandise remaining on his vehicle. In such cases losses are kept to a minimum. However, some companies have no such policy. In addition to recommending that an "extra merchandise" policy be established, a crime prevention officer could also introduce the back up technique known as "salting the load". Under this technique additional merchandise is "planted" on a truck by management personnel. If the truck driver does not report the extra merchandise at the end of the day, the "leak" in the shipping system can be detected.

Factory Sealed Cartons

If possible, factory sealed cartons should be used in delivery situations. Unopened, these cartons do not offer such a temptation to pilferage or "shortshipping".

Auditing A Delivery Vehicle

Most firms have rules that prohibit a driver from loading his assigned vehicle without supervision. One of the methods used is to have a member of the warehouse staff or the warehouse superintendent check off the merchandise with the driver item by item as it is loaded. This system, however, can result in collusion between the driver and the warehouse employee. Thus, an audit policy should be established. For example, an occasional count of merchandise on a delivery truck, followed by a comparison with items listed on the driver's documents might be made. It should be noted that audits of this type can be used only in cases involving company-owned or leased vehicles. A shipper has no right to delay a common carrier and, therefore, cannot use this audit technique. Another approach to minimize the opportunity for collusion between warehouse personnel and drivers is to rotate employees from one assignment to another in shipping areas.

Delivery Receipts

The delivery of merchandise can be protected in a number of ways. A key factor in the process, however, is to require that delivery receipts be signed by an authorized person to acknowledge that the merchandise has been received. This can protect both the seller and the customer.

Delivery Vehicle Keys

Although some businessmen may think their delivery trucks are not a mark for possible theft, they should be advised to take every possible precaution to secure delivery vehicles. This includes the locking of vehicles when left on the street during lunch or other breaks and at night. Careful key control should also be practiced at all times.

Loss of Cargo

There are a number of additional techniques that may be recommended to minimize cargo loss. These include parking loaded trailers back to back in docking areas; making adequate use of lighting; making non-stop hauls; using truck convoys;

having all trucks painted on all sides, the back and the top so they are easily identifiable; covering trailer numbers on shipments containing merchandise of unusual value; and, restricting teletype information about the departure and arrival of the contents of unusual cargoes.

Packaging

It is commonly desirable from an advertising standpoint to use easily readable printing on the outside of shipping cartons. This technique, however, can often lead unscrupulous individuals, both passerby and employees, to steal such containers because they know what treasures lie inside. Thus, when packaging for shipment, businessmen might be advised to use a plain or coded identification system to reduce temptation and opportunity for loss. This system is especially useful with drug shipments.

HUMAN ASPECTS OF LOSS PREVENTION

Although there is no single reason why some employees steal and others remain honest, research has found that three conditions exist in cases of employee theft. These are: (1) the opportunity or easy access to remove valuable property or money; (2) the element of need or desire; and, (3) mental justification on the part of the thief.

The opportunity factor is, of course, the primary focus of the Texas Crime Prevention Institute and is the framework within which most of the protective and remedial actions suggested in this program have been structured.

The factor of need or desire is a condition generally beyond the capacity of the businessman or crime prevention officer to define or control. Indirectly, however, through reducing criminal opportunity and thwarting the mental justification for illegal acts, this factor can be affected.

With regard to thwarting the mental justification for theft, two conditions warrant review. First, an image of dishonesty, fraud or embezzlement in "high corporate places" can have a significant effect on similar attitudes among rank

and file employees. That is, if dishonesty is condoned, or felt to be condoned among company executives, the rank and file employees commonly react by wanting his "piece of the action". On the other hand, if a forthright and seemingly incorruptible company image is projected it can commonly transfer to lower levels in the organization. The fact is that even under the best conditions there are more than enough people in a company with dishonest tendencies. Through image, example and internal procedures, every effort should be made to keep this minority as small as possible.

The factor dealing with mental justification was discussed previously in this session. It concerned stockroom procedures wherein slipshod and untidy storage practices were said to lead to the opinion that the supplies and merchandise were not considered of value to a company and, therefore, stealing "was not that bad". This type of condition should also be kept in mind when attempting to project the proper mental attitude toward theft.

Within the business environment there are also a variety of other steps that can be taken to counter the human aspects of crime. Following is a brief review of some of these steps.

Screening New Employees

The businessman should establish and utilize strict procedures in screening potential employees. Such screening should not just be limited to a person's potential to perform on the job, or his likelihood of advancement, but should extend to a review of the individual's background, stability, and other factors that might increase the likelihood of dishonest acts if he were to be employed.

The spreading of potential loss through the purchase of surety bonds is another protective action that can be taken by a businessman. For example, firms can protect against loss in

advance by requiring employees handling cash and valuables to be bonded. Essentially, the surety bond serves as an "insurance policy" against loss suffered through the illegal or fraudulent acts of an employee.

It should be noted that purchase of employee bonds does not automatically confer full protection. In cases where there is difficulty in documenting the amount of a loss, for example, the bonding company will only pay that part which can be documented. Documentation problems become particularly difficult when inventory shortages are involved since it is necessary for a company not only to prove the loss, but how it occurred. For example, although warehouse workmen might be bonded, unless a company can prove that the loss was attributed to a warehouse worker--and not to an unbonded factory worker who gained access to the warehouse--coverage would not be provided.

Paying By Check or In Cash

Where practical, employees paid by check should receive checks printed on a "distinctive color" form different from those used for other company purposes. In cases where employees are paid in cash, it is advisable for the employer to arrange with a commercial bank to prepare payroll envelopes and verify the payroll. When using a commercial bank service, all unclaimed pay should be turned back to the company treasurer for re-deposit after a specified interval.

Experience has also shown that a separate bank account should be used for payroll purposes. The bank statements and all cancelled payroll checks should be sent to a ranking administrative employee for reconciliation. This employee should not participate in the actual preparation or distribution of payroll checks.

Payroll Verification

Where possible, preparation of the payrolls and actual payments to employees should be handled as separate functions and by different employees. During payroll preparation time cards should actually be examined and weekly totals verified.

The number of hours of work performed and rates paid should also, from time to time, be compared with figures turned in by the employee who compiles payroll figures. Another safeguard is to periodically pull time cards from racks to confirm an employee's presence on the job. It is not uncommon for "buddy systems" to exist whereby an employee punches in his own and a friend's time card who is not planning to be at work or who expects to be late. At least once per year, all employees should be required to meet with the highest administrator face to face with proof of employment data and proper I.D. and receive his check in person in order to eliminate embezzlement schemes of "ghost employees."

Time Card Racks

The businessman should be advised that time card racks should be placed in a logical position near the doors through which employees must enter and depart. Time clocks and their holding racks should never be located far from work areas. In terms of the cards themselves, at a designated time, generally five to ten minutes after scheduled starting time for employment, it is important that all time cards which have not been removed from the racks be turned over to the appropriate supervisor or payroll office clerks. Proper control of time cards by payroll clerks will prevent paying for the portion of the day in which an employee is absent.

Incentives and Quotas

Care should be taken when incentive and quota systems are in effect because such systems may move individuals to report inflated production figures and to obtain a substantial "rake off". This can easily be monitored by comparing production output with reported incentive figures.

Employee Gambling

Employee gambling can lead to significant losses in efficiency and productivity as well as to direct fraud and

embezzlement. Therefore, gambling should be detected and stopped as quickly as possible. Indications of the presence of gambling include:

- Frequent garnishment proceedings against an employee;
- Extended use of the telephone by a person at the same time each day;
- Regular rounds made through all departments of a business by an employee who has no assigned duties requiring such activity;
- Complaints from wives or parents that an employee is not coming home with all his pay;
- Frequent requests for salary advances for vague or unstated reasons;
- Regular trips through the facility by an outsider who contacts numerous employees;
- Torn up or discarded betting slips or pool tickets in an employee lounge area or wastebasket.

If suspicion of gambling is well founded, there are a number of steps that might be taken. For example, it might be stated at employee meetings or through printed bulletins that gambling on company time will not be tolerated.

The Undercover Man

It may be possible for an employer to use an employee to gain information about what is going on within his operation. In many businesses, however, when it is learned that an undercover operator is being used, employee morale is adversely affected. Also, if the undercover man is identified, employee threats and pressures may force his removal or transfer. If these problems are of concern to an employer, yet information about rank and file operations is still desired, the use

of a reputable outside industrial consultant or investigator should be considered. Regardless of who handles the undercover work it is important that written reports be prepared. Such reports should be sent to the home of the interested member of management rather than the business office.

Side Product Control

Many companies accumulate side products of considerable value. In addition, many function in such a manner that, from time to time, completed products will be rejected or scrapped. In these cases, careful examination should be made of the scrap, salvage, or junk materials to insure that such items: (1) actually qualify as scrap; and, (2) are not being purposely wasted by unscrupulous employees interested in salvage for resale.

Employee Relations and Product Education

Many companies do not advise or educate their employees of cost factors involved with their work product. As a result, employees may attach too little significance to handling procedures and if the item is expensive and/or delicate, rough or careless handling may cause damage and therefore, loss of profit. If the final product is very inexpensive to make, but because it receives a great deal of attention through various processes, the employees may believe the item or final product to be extremely expensive and therefore will not report spillage or contamination or loss to their employer. The employer may then mistakenly believe he has an internal theft problem where none really exists.

Employees should also be made aware that they have a financial stake in the company. If company profits go down, due to damage or theft, this may be reflected in raises, added benefits or job loss if the company fails.

SHEET 'A'

SIMPLE PERPETUAL INVENTORY CARD SYSTEM (FOR SALE PURPOSES)

would also
show model #

total cost
could be
indicated

for special
advertised
sales only
or as used
within the
organization

ITEM:	NO. IN STOCK	DATE IN	Number Sold	DATE OUT
<u>Calculators, Hand</u>	25	10/7/74		
Purchase Order: <u>#681543</u>	23		(2)	10/9/74
	20		(3)	11/11/74
Cost Per Unit: <u>\$21.95</u>	16		(4)	11/14/75
Selling Price <u>\$31.95</u>	12		(4)	11/16/75
<u>Special Sale Price</u> <u>\$24.95/12/10/75</u>	12 0*		(12)	12/15/75
RE-ORDER INFORMATION:				
Re-order from XYZ Co. Purchase Order - 64198/Delivery Date				
12/12/75		12/16/75		

Once this order is exhausted, a new card is initiated.

*Of course, normally a company would not find itself with a 0 inventory before re-ordering. This was shown for purposes of clarity.

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RETAIL POLICIES AND PROCEDURES

RETAIL POLICIES AND PROCEDURES

- I. Employee Hiring and Orientation Practices
- II. Policies and Procedures Relating to Shoplifting
- III. Policies and Procedures Relating to Checks
- IV. Policy Statement Relating to Employee Theft
- V. Cash Register and Handling Procedures
- VI. Policies and Procedures Relating to Opening and Closing
- VII. Policies and Procedures Relating to Armed Robbery

CONTINUED

3 OF 6

RETAIL POLICIES AND PROCEDURES 1/

INTRODUCTION

The policy and procedure section is to assist the business community in establishing broadbase guidelines for security management. The guidelines are flexible and can be adopted to fit the needs of any commercial business. The flexibility of the guidelines will allow adequate security measures to be taken by both the small business with less than ten employees and the larger business with a multitude of employees. Remember, these are just some of the recommended guidelines that the businessman can take to protect his assets. Many other recommendations can and should be made depending on the complexity of the business.

Through proper implementation of security precautions, the business community can reduce the likelihood of being victimized. An adequate loss prevention program is the best offense a businessman has against the criminal.

1/ This section was compiled in its entirety by the Officers attending school No. 25, December 2-4, 1975, Advanced Crime Risk Management for the Texas Crime Prevention Institute.

I. Employee Hiring and Orientation

A. Standards for job.

1. Description of job
 - a. Specification of job, equipment to be operated.
 - b. Responsibility of job, item per hour or minimum work to be produced.
 - c. Chain of command.
2. Minimum qualification for job.
3. E.O.C. and Workman's Comp. rules to be adhered to.
4. Labor union rules if applicable.

B. Screening.

1. Who does screening, interviewing.
2. Written application.

Note: The Washington State Human Rights Commission has promulgated guidelines setting forth the Commissions' suggestions regarding permissible areas of pre-employment inquiry. See chapters 162-12, 162-16, Washington Administrative Code. These guidelines would establish either absolute or qualified restrictions in 19 areas of inquiry.

- a. Name, address, telephone number, social security number, date of birth, place of birth, how long at present address, previous address - last 5 years, military history.
- b. Previous employment for last 5 years, highest salary, promotions, job duties, starting and ending dates of employment, have received workman's comp., major illness, on job injury, currently receiving doctor's care or medication, physical disabilities, been fired.
- c. Legals -- been involved in any civil suit in the last 5 years, convicted of felony or crime other than traffic violations, probation. [Human Rights Commission regulation WAC 162-16-050 to 070 purports to limit pre-employment questions which may be asked regarding arrests and convictions. The statutory or other legal bases for those sections of the regulations are subject to question at the present time and have not been tested in the courts.

d. References.

1. Personal references with telephone number and references excluding relatives and ministers.
 2. Credit references - ever been refused credit.
- e. Do you have any special skills, list any schools which may be job related, do you have any tools.
- f. Education - highest level attained.
- g. Narrative in own handwriting. Why should you be hired for this job.
- h. I understand any false statement will result in termination.

signature _____

3. Oral interview.

- a. Appearance.
- b. Attitude.
- c. Ability to communicate.

C. Company policy and orientation.

1. Policy.

- a. Grooming.
- b. Absence - tardiness policy.
- c. Vacation.
- d. Medical benefit.
- e. Longevity.
- f. Leave without pay.
- g. Theft policy.
- h. Discount policy.
- i. Sales to employees.

2. Physical plant.

- a. Definition of restricted areas.

b. Location of safety equipment.

c. Break areas.

d. Smoking areas.

D. Training.

1. Specific job training (classroom).

2. Supervised on job training.

3. Policy on theft, both employee and non-employee.

4. Refresher classes.

5. Armed robbery.

6. Amount of time spent on training must be cost-effective.

7. Specialized testing of knowledge for particular equipment.

E. Grievance procedures.

1. Reporting to supervisory.

2. Labor stewards.

3. Management open door policy.

II. Policies and Procedures Relating to Shoplifting.

A. Definition - Shoplifting occurs when a person(s) gains control of merchandise with the intent to deprive the owner of the property or any portion of its value.

B. Training Program.

1. A training program will be established by the security manager for training of all employees in all phases of shoplifting.

a. Training in the various types of shoplifters.

1. Amateur.

2. Juvenile.

3. Addict.

4. Professional.

- b. Training in the methods used by shoplifters.
 1. Palming.
 2. Aids (boxes, umbrellas, purses, packages, etc.)
 3. Special clothing.
 4. Team concept.
 5. Grabbers.
 6. Price tag alterations.
 - c. Training of the shoplifters basic characteristics.
 1. Leaving with undue haste.
 2. Frequenting washrooms.
 3. People with clothing not fitting climate.
 4. Customers going behind display counters.
 5. Nervous or suspicious acting.
2. Procedures shall be established to determine apprehension policy.
 - a. Theft has actually been observed.
 - b. Employees shall not lose sight of suspect.
 - c. Customer should leave the store without paying for the merchandise.
- C. Procedures following apprehension.
1. Notification of the security manager.
 - a. Suspect removed to security office.
 1. Predetermined location.
 2. Authorized agents only.
 - b. Identification established.
 1. Suspect's name, address, etc. determined.
 2. Age determined.

- c. Proper forms will be filled out.
 - 1. Arrest forms.
 - 2. Detainment form (times included).
 - d. Police notification (should be immediate or as soon as possible).
 - e. Proper rights of accused should be documented and witnessed.
 - f. Merchandise handling.
 - 1. Should be tagged.
 - 2. Stored in proper container and location.
 - 3. Maintain chain of evidence log sheet.
2. Prosecution determination.
- a. Juveniles turned over to local law enforcement agency.
 - 1. Our policy in this matter will be based on recommendations of the juvenile authorities.
 - 2. Records and tagging procedures will remain as stated.
 - b. Adults will be prosecuted.
 - 1. Store representatives will make necessary complaints at the law enforcement agency.
 - 2. Time will be allowed for travel to and from the court, for trial time and all other involvement in these cases.
- D. Procedures to control or eliminate shoplifting.
- 1. Make employees aware that the customers should be greeted and served promptly.
 - 2. Employees should keep an eye on all loiterers and wanderers in the store.
 - 3. No departments will be left unattended.
 - 4. Receipts shall be issued on all business transactions.

5. Establish warning procedures.
 - a. For employees to notify each other when shoplifting is suspected.
 - b. For employees to insure that the manager and security head are notified.
6. High priced merchandise to be located in secure display cases.
7. Aisles should be kept in neat order.
8. Service should be fast and efficient.
9. Unsold merchandise should be returned to stock.
10. Any loose paper bags, or boxes should be torn, crushed, and thrown in the waste paper bins.

III. Policies and Procedures Relating to Checks.

A. Company check cashing policy and procedure.

1. Identification of individual cashing check - must have at least one form of identification such as driver's license plus at least one valid major credit card (such as Mastercharge or American Express).
2. Amount of check that will be cashed - on personalized checks only for amount of purchase.
3. Personal information required on check - name, address, home phone number, driver's license number.
4. Physical examination of check - make sure that all entries are legible, complete, accurate, to include such things as proper signature, issuing bank, name, and address.
5. Check cashing approval - approval will be made by manager or assistant manager.
6. Bad check list - an up to date and complete list will be provided for every check stand.
7. Responsibility of checkers to write down at least two major items bought on back of check.

B. Publication of major check discrepancies shall be provided and reviewed by all cashiers.

1. Checks will not be cashed which have word (hold) written anywhere on check.
2. No checks will be cashed which have company name or issuing banks name type written or stamped with a rubber stamp.
3. Cashiers should not be fooled or mislead if passer uses old customer routine.
4. Cashiers should not be allowed to be intimidated by check passer.
5. Beware of big name dropper. .
6. No checks will be cashed for intoxicated persons or juveniles.
7. Beware of high sequence numbers on checks.
8. All cashiers must also initial checks.
9. No out of town checks or two party checks will be cashed.
10. Company employees shall also comply with company check procedures.
11. All employees regardless of position who have passed or attempted to pass a fraudulent check will also be prosecuted. .

C. Company policy regarding prosecution of fraudulent checks.

1. It will be written company policy that all fraudulent check cases will be prosecuted.

D. Training.

1. All store personnel shall be given a minimum of 2 hours of training (defining company policy and what to look out for on checks).

IV. Policies Statement Relating to Employee Theft

A. Suggested guideline to follow.

SUBJECT: Statement of Policy on Employee Theft.

TO: All Employees.

1. For the purpose of this policy letter, employee theft will be defined as, (the removal of anything of value from the premises by either employee and/or accomplice without paying the just value for same).
2. Any employee who is a witness to the removal of anything of value unlawfully from the premises, and who fails to report said removal to his immediate supervisor will be subject to the same penalties as the person committing the theft.
3. Any employee violating the above policy will be prosecuted or dismissed at the discretion of the store manager.
4. Each employee now employed or hired in the future will be furnished a copy of this policy letter. The employee will also sign a copy of this policy letter indicating he has read and understands the contents of same. The signed copy of the policy letter will become a permanent part of the employee's personal file.
5. A copy of this policy letter will be permanently displayed on employee bulletin boards and be brought out in regular training sessions.

V. Cash Registers and Cash Handling Procedures.

- A. It is the purpose of these guidelines to establish policy and procedure for cash handling in order to maintain accurate accounting of sales and cash income of this company.
- B. The company will prosecute any employee to the fullest extent of the law in any case of theft or fraud. Violation of these guidelines will as a minimum result in termination of employment.
- C. All new employees will receive a copy of these guidelines and be required to sign for the receipt of them. In addition, during the first week of employment, the new employee will receive 40 hours of training on these procedures under the supervision of a senior employee designated by the manager.

D. Register opening procedures.

1. At the beginning of each shift, each register operator will be provided with \$100.00 (or an amount designated by the manager) operating cash. This money will be counted and receipted for by the cashier.
2. The cashier will determine that the register is clear before beginning operations and inform the manager of any discrepancies. The manager will sign and date the register tape and clear the register.

E. Checkout procedures.

1. All cashiers will familiarize themselves as much as possible with store merchandise and pricing. Any suspected error or alteration in price tags will be checked with an employee in the appropriate department.
2. Cashiers will remain alert for persons attempting to conceal items in an effort to avoid payment. Any suspicious activities will be reported to store security or a responsible person designated by management.
3. Each individual item will be recorded on the cash register. Any error will be immediately reported to the supervisor who will circle and initial the error and record it on the over-under ring card.
4. The customer will be advised of the total cost. The money will first be taken from the customer and placed in plain view of the register. The change will then be taken from the cash register and counted to the customer. Then the customer copy of the register receipt will be given to the person and the money placed in the drawer. Any conflicts will be resolved by the manager or designated employee.

F. Break time.

1. The relief cashier will initial the register tape at the beginning and end of the relief period.

G. Excessive amounts in the register.

1. Supervisors will make periodic checks of each register for excessive cash. Any amount considered above operating requirements will be removed, signed for by

the supervisor and cashier and transferred to the office.

H. End of shift or register closing procedures.

1. The line will be closed off to all store traffic.
2. The manager or designated employee will then total and clear the register and remove the cash drawer to a secure area to reconcile the cash and the register tape. A minimum of two employees will be present while transporting the cash from the register to the counting area.
3. The cashier will reconcile the cash and the tape and the supervisor will verify the count and sign for the total amount of cash. The cashier will be held responsible for any discrepancies between cash on hand and the register tape.
4. Total receipts will be tabulated by the manager or designated employee and operating cash separated from deposits. All money will then be placed in the safe pending transfer to the bank. Register tapes and deposit records will be sent to accounting.

I. Deposits will be transferred to the bank within 24 hours or as soon as possible on holidays and weekends.

IV. Policies and Procedures Relating to Opening and Closing.

A. Opening procedures.

1. Check building exterior for burglary or attempted burglary, including doors, windows, roof, vents, etc.
2. Turn off the alarm system.
3. Unlock door.
4. Relock door after entering store.
5. Turn on the lights.
6. Check the store interior.
7. Turn off all security outside lighting.
8. Unlock safe and check contents.
9. Distribute cash to assigned cashiers.

10. If applicable, more than one employee opens the store before going inside each morning.

B. Closing procedures (Assistant Manager or Manager).

1. Lock doors and get all customers out of the store and place personnel at each exit as customers leave.
2. Read out all registers, and take up money from cashiers and place in safe.
3. Check the store's interior, including restrooms, storerooms, dressing rooms, refrigeration vaults, etc.
4. Turn on all security outside lighting for building.
5. Set and test the alarm system, if malfunctioning, call the police and management.
6. Turn off inside lights, except all night lighting inside building.
7. Unlock door and make sure everybody, including employees, are out.
8. Relock and check door.
9. Check the building's exterior, including lighting, windows, doors, etc.

VII. Policies and Procedures Relating to Armed Robbery

In order for this company to protect you, your co-workers and company property against the criminal act of armed robbery, the following procedures are to be followed. Deviation from these policies is action for immediate dismissal.

A. Safes, cash and records.

1. All cash is to be kept in the provided safe, both during open and closed hours,
2. Keep as little cash in register as possible with bate money.
3. Keep combination to safe under your control.
4. Keep safe locked at all times.
5. Checks and check writing machines are to be kept in safe.

B. Deposits in bank.

1. Make daily.
2. Use alternate routes.
3. Use plain bags.
4. Carry in car trunk.
5. If possible, have another employee accompany you.
6. When making night deposits:
 - a. Check area around bank for suspicious persons.
 - b. Police escort if available.
 - c. Use same procedures as regular day deposits.

C. Action to be taken during actual act of armed robbery.

1. Remain calm.
2. Cooperate with robber.
3. Make mental notes of criminal's description.
4. Activate silent alarm.
5. Make no movements to anger the robber.
6. Attempt to warn other workers.
 - a. Use pre-arranged signals to avoid injury.
7. Carefully note the description of the robber. Remember you will have less than one minute.
 - a. Race.
 - b. Approximate age.
 - c. Weight.
 - d. Height.
 - e. Complexion.
 - f. Color hair/eyes

- g. Clothing.
 - h. Build.
 - i. Speech (defects, accents).
 - j. Marks, scars and deformities.
 - k. Means of escape - without endangering you or others.
8. Watch for accomplices. The robber may not be alone.
- a. Note other persons in the store at time of robbery.
 - b. Note their description.
 - c. Note if they leave together.
9. Make mental note of weapon used.
- a. Color of weapon.
 - b. Size.
 - c. Automatic or revolver.
 - d. Caliber.
 - e. Identifying marks, color handles, markings.
 - f. Hand used to hold weapon.
 - g. Place on person weapon was carried (holster, belt, pocket or sock).
- D. Steps to take after an armed robbery.
- 1. Immediately close and lock the store.
 - 2. Request all customers to remain as witnesses until the police arrive.
 - 3. Call police. Keep their number next to telephone (with pay telephones keep a dime taped under counter).
 - 4. Give accurate details to police, and be prepared to answer all information before hanging up. (After the police arrive):
 - a. Exact time robber left.

- b. Location of robbery.
 - c. If any one was injured.
 - d. Kind of weapon used.
 - e. Direction of travel.
 - f. Describe vehicle if able.
 - g. Complete description of robber.
 - h. Describe money or merchandise taken.
 - i. How he carried the loot.
 - j. Write down this information while it is fresh in your mind.
5. Protect the area robber was in.
 - a. Protect items he may have handled for prints.
 - b. Cash register for prints.
 - c. Items robber may have left behind.
 6. Don't discuss the robbery with anyone other than the police.
 7. Don't disclose amount of loss to anyone other than police.
 8. Notify your area supervisor as soon as possible.
 9. Reopen store when contact has been made with area supervisor.
- E. Things to remember as being most important to you and your company are:
1. Be alert.
 - (a) But not a hero.
 2. Make observations.
 3. Properly notify police.
 4. Protect the scene.

5. Give clear accurate report to police.

Note: A picture of a man describing him from head to toe should accompany these procedures.

A door measure tape should be supplied.

RETAIL SECURITY: CHECKS, SHOPLIFTING

RETAIL SECURITY: THE PROBLEMS OF FRAUD

FRAUDULENT CHECKS

It has become a common cliché among the criminal fraternity that fraudulent check passing is an easy career to engage in--all that is necessary is a loaded pen. Fraudulent check passing is also one of the most difficult to control.

Most businessmen cash personal and other checks as a service not necessarily associated with the purchase of goods and merchandise. Checks are cashed as a convenience to customers to encourage new or continued patronage. Thus, laxity on the part of the businessman, combined with his desire to increase sales volume has made fraudulent checks the large problem it is today.^{1/}

For every careful merchant who refuses to accept a check because it is improperly written, contains abbreviated information or cannot be backed up with corroborating identification, there are many others that would accept the same check without hesitation. Thus, all the criminal has to do is find a "cooperative" businessman--an easy job when there are so many to choose from.

Moreover, the main cause for loss from fraudulent checks is the lack of adequate check cashing procedures. Within this context, specific losses can be associated with the businessman's:

- failure to examine every check;
- failure to record certain information on checks;
- indiscriminate cashing of checks;
- fear that a sale will be lost unless checks are cashed without undue complication; and
- identification of person cashing check.

One of the main problems the businessman faces in fraudulent checks, is the lack of identification of persons cashing checks. Most of the time less than one minute is all the time that the businessman has with the check writer. Without proper identification, the check writer cannot be prosecuted in court.

^{1/} Small Business Administration, Crime Against Small Business,
(Washington, D.C.: U. S. Government Printing Office, April
1969); p. 48.

ESTABLISHING A CHECK CASHING PROCEDURE

As a crime prevention officer you will quickly learn that many small businessmen do not have an established policy for transactions involving checks. Thus, your role will likely be to recommend a procedure that offers the greatest possible protection against bad checks. But to be effective, your recommendations must stress that the procedure be applied consistently and without deviation.^{1/} Any recommendation should also urge that procedures be reduced to writing and that employees be instructed in the use of the procedures.^{2/} Instruction should also include periodic reviews to refresh employees' understanding of the procedures as well as the need for their conscientious and continued use. The emphasis on the employees' empathy toward accepting checks is a big reason why most stores are faced with such heavy losses.^{3/}

A number of preventative measures can be taken by a businessman in establishing a check cashing procedure. They relate to:^{4/}

- Central Check Cashing Station. If possible set up a central check cashing station manned by the same person daily. Utilize the mechanical devices of cameras, thumbprint methods, etc. at this location. Limit the amount that may be cashed from a personal check.
- The Amount That Will Be Cashed. Establish a firm policy regarding the cashing of checks for amounts over the cost of merchandise or services.
- Employee Responsibility. Assign the responsibility of cashing checks for amounts higher than a purchase only to certain employees.
- Examination. Examine every check carefully to insure that all entries are completed, legible and accurate. Compare signatures of check and identification.

^{1/} Small Business Administration, Crime Against Small Business, p. 249.

^{2/} Leonard Kolodry, Outwitting Bad Check Passers (Washington, D.C., Small Business Administration, 1973), p. 5. It should be noted that a copy of this report is attached to this discussion.

^{3/} Ibid, p. 6.

^{4/} Small Business Administration, p. 249.

- Identification. Require at least one form of corroborating identification.

** Valid forms of identification are:

Driver's License
Company Identification Cards
Credit Cards
Local Charge Plates

** Look at all identification for signs of tampering, different type, or torn edges of Laminated Identification, etc.

- Questionable Forms of Identification Cards:

Student Identification Cards (College)
Selective Service Cards
Military Identification Cards
Library Cards
Insurance Identification Cards

- Invalid Forms of Identification Are:

Check Cashing Courtesy Cards
Fraternal Identification Cards
Community Organization Cards
Letters
Social Security Cards

The employer should establish company policy of checking address and phone numbers. Some methods used to establish identity of their customers is the criss-cross directory, phone listings, and checking with accounting or bookkeeping departments of banks the checks are drawn on.

Special attention should be given when cashing checks after banking hours. Customers cashing checks for large amounts after normal banking hours know the bookkeeping and accounting sections are closed. The businessman has no way to check on customers late in the afternoon and on weekends.

The most important days for check writers are Friday evenings, Saturdays and Sundays, for reasons stated above.

Another technique of the check writer is to find a young employee for cashing checks. The new or young employee is often scared to keep customers waiting. The inexperienced employee also is careful not to ask too many questions. They do not know if the check writer is a regular customer.

- The Adequacy of Information. Require that such information as the name and address of the endorser be presented on the check along with the individual's home phone, business phone, etc. (see the attached publication, Outwitting Bad Check Passers, for a sample format for such information.)
- Check Cashing Approval. The cashing of all checks should be approved by a designated person before a sales clerk can complete the transaction. Approval authority should not be assigned to a new or young employee unless they are under the supervision of an experienced superior. All persons cashing checks should place their initials on checks for identification later.
- The Bad Check List. The merchant should be advised in the use of bad check list, if one is available. Such lists will help detect persons known or suspected of being bad check passers. Local Better Business Bureaus, trade associations, or your police department should have such a list.^{1/}

TYPES OF FRAUDULENT CHECK WRITERS

The Amateur Check Artist

The amateur check artist usually writes checks for small amounts, and writes about 50% of all fraudulent checks. The amateur is basically involved in three types of fraudulent checks.

- The Borrower. This type makes up about 50% of amateur writers. This person uses the businessman as "a loan company with no interest".

^{1/}Kolodry, Outwitting Bad Check Passers.

- The Transient. This person moves frequently and leaves a trail of bad checks; usually gives an apartment address.
- The Petty Thief. This person will usually try to use counter checks; overall he lacks the initiative to perfect any method of stealing professionally.

The Professional Check Writer

Who is the professional check writer? Anybody who continually cashes bad checks. The professional can wear work clothes or be dressed in expensive clothes. Age and sex are not standard, because the professional could be young or old, male or female. Many times the professional will use very complex methods of cashing checks. Usually the professional will have planned each step carefully, because they want things to run smoothly. The professional has all the answers.

One of the best deterrents against the professional check writer is the camera recording system. Each person cashing a check is photographed, and this is one method the professional does not like. They feel that they can get by without getting caught if their true identity is not known. The photo also provides very good identification in court.

The Presence of Unusual Items on a Check

The Small Business Administration has outlined a number of extraordinary or unusual features on checks that the businessman should be aware of and that should spark preventive action. These features include:^{1/}

^{1/} Small Business Administration, pp. 250-251.

- Beware of checks that have a company name stamped with a rubber stamp or typewriter;
- Refuse to cash a check that has the word "hold" written anywhere on it;
- Watch out for the "I'm an old customer" routine;
- Don't be misled if passer waves to someone, particularly if it is another employee;
- Beware of the big name dropper;
- It is not good business to cash a check for an intoxicated person;
- If a check is cashed for a juvenile, be sure he or his parents are well known to the person cashing the check;
- Never assume a check is good because it looks good;
- Beware of personal checks bearing unusually high sequence numbers;
- A person cashing a check should mark it with his initials so that it can later be identified in court if necessary;
- Report all check violators to the proper law enforcement agency.
- Follow through with prosecution on all check cases after a complaint has been signed;
- The businessman should protect his own blank checks, cancelled checks, bank statements, and check protector from theft and misuse;
- The businessman should frequently review his own cancelled checks for unauthorized signatures or altered amounts;

- Every businessman who cashes checks should be familiar with Wash. law governing fraudulent checks.
- Small business payroll company checks should be checked by calling the company during weekends or late Friday afternoon.
- Never assume that because a person is wearing a "uniform" with a company name and a personal nickname that he actually works for the company whose check he is attempting to cash.
- Beware of persons who cash checks for money orders.

Some check writers will cash fraudulent checks at small businesses and purchase money orders. The employee thinks that since no money is exchanging hands, only paper, that this is all right, and the employee is not careful in checking the identification of the customer or checking with the bank or company the check is drawn on. The check writer can then cash his money order at the next store or business near by.

Signature Comparison

The type of identification required to cash a check should have a signature on it. The clerk should require the customer to sign the check again if it has already been signed. The signature on the check and the Identification can be compared. Signatures which are not legible should be reprinted by the customer below the signature line.

When customers are all treated in a manner that is indistinguishable, their compliance to this policy will be more favorable. People tend to resent having to produce more identification to cash a check than the customer in front of them. However, the businessman is under no obligation in cashing checks. He has the right to refuse anyone's check. Even if the customer has presented all of the required identification.

Pointing Out Errors

The crime prevention officer may be called on to assist with employee training. One approach to teaching employees is by identifying errors on checks which the company has on file.

This must be done only with the support of the employer of the company. Obtain a sampling of the checks in advance for research and study. This technique was done in one large city store that received 28 worthless checks in less than a week.

When the checks were analyzed, the following common mistakes were highlighted for employees:^{1/}

- On three, the written and numerical amounts differed.
- Two were not endorsed.
- One was endorsed improperly.
- Two were made out to a different store.
- One had no signature where the maker should sign.
- Two were dated incorrectly.
- Ten were counter checks and were unacceptable.
- Four had either improper or no identification.
- Two had no address.
- One was post-dated.

WORTHLESS CHECKS

Criminal prosecution can be brought against a person who passes a worthless check if the facts constitute a violation of the criminal law. The prosecution must be able to prove all the elements of the offense.

CREDIT CARDS

The use of credit cards is becoming the number one means of purchase power. Consumers are carrying and using the credit card to reduce the amount of money they have to carry on their persons. The convenience of credit cards is also appealing. Like the check, a business has to accept credit cards to compete for the customer's business.

The crime prevention officer will not be able to have an impact on the business card procedures. However,

^{1/} Small Business Administration, Out-Witting Bad Check Passers,
(Washington, D. C.: U. S. Printing Office, 1975), No. 137, p. 8.

training programs on credit cards and the fraudulent use of cards will help to reduce the companies' losses.

Cancellation Bulletins

Credit card safeguards are presented in the cancellation bulletins which are mailed to the businesses on a weekly or monthly schedule. The prior bulletins should be destroyed when the new one is received. The cardmember, the business and the card company is protected when the proper procedures are followed.

Calls for Authorization

The credit card companies have toll free numbers for the business to call for an authorization number. The authorization is returned to the business as an approval code for a transaction. The code number is written on the charge record. Calls for authorization should be made immediately when:

1. The purchase is an overlimit charge.
2. The card number appears in the cancellation bulletin.
3. The card is expired.
4. The card is not valid.
5. The signatures do not match.
6. The card has evidence of being tampered with.
7. The card has been altered.
8. The card holder has no other identification.
9. The card holder refuses to produce backing identification.
10. There are any other suspicions.

Fraudulent Credit Cards

The criminal has found credit cards to be a lucrative

field for his efforts. The criminal who deals in "plastics" is living in the higher income bracket due to reluctance on the part of businesses to be alert and challenging.

The "plastic" criminal obtains credit cards by the following means:

1. Taking them from mailboxes.
2. Taking purses from automobiles.
3. Picking wallets from pockets.
4. Cashiers, clerks, and bellhops who fail to return the cards to the cardholder.
5. Delivery persons, maids and personal service persons who have access to rooms.

Conclusion

Guidelines and safeguards on credit cards should be included in the crime prevention training for fraudulent checks. Identification and comparison of signatures are the same for each. The crime prevention officer will find most banks and saving companies eager to support such training programs.

WHAT IS ON A CHECK?

ROUTING SYMBOLS

A ROUTING SYMBOL IS ASSIGNED ONLY TO THOSE BANKS WHOSE ITEMS ARE COLLECTABLE THROUGH FEDERAL RESERVE BANKS.

PERSONALIZED CHECKS SHOULD HAVE THE FOLLOWING INFORMATION PRINTED ON THEM: NAME, STREET ADDRESS, CITY, STATE, TELEPHONE NUMBER AND SOME CHECKS WILL HAVE THE PERSON'S DRIVERS LICENSE NUMBER PRINTED ON THEM.

PERSONALIZED CHECK

SIZE 6" x 2 3/4"

JOHN WILLIAM SMITH No. 19-123
2135 Walnut Street
ANYWHERE, Wash. 1110

_____ 19 _____

PAY TO THE ORDER OF _____ \$ _____

_____ DOLLARS

FIRST NATIONAL BANK
ANYWHERE, Wash.

SPECIMEN

⑆1250 ⑈0123⑆ 1234567890⑈

BANK NAME

STATE (19-Wash.)

BANK NAME

12 - SYMBOL FOR THE 12TH FEDERAL RESERVE DISTRICT

5 - SYMBOL FOR THE 5th BRANCH OF THE 12th FEDERAL RESERVE DISTRICT

0 - SYMBOL INDICATES THE CHECK WILL BE PROCESSED FOR IMMEDIATE CREDIT.

SHOPLIFTING

THE PROBLEM

Shoplifting is second only to employee theft as a serious retail crime problem. 40% of unexplained retail theft loss is estimated to be due to shoplifting.¹ In 1976, the dollar loss to shoplifting was at least \$3.24 billion nationwide.² For the purposes of comparison, FBI statistics show that this figure is 7-1/2 times the reported commercial burglary loss.³

In Washington State alone, the annual loss to shoplifters was nearly \$57,000,000.⁴ The cost of expensive prevention devices and security programs further raises the toll. Retailers report losses between 1% and 5% of their gross sales.⁵ Although such figures may sound insignificant they actually can be devastating when profits are in the 2-3% range, as they are with some retailers. For example, if a business is operating on a 2% profit then theft of a \$20 item will require that additional merchandise in the amount of \$1,000 be sold to compensate.

Because small businesses do not have security expertise or personnel they experience proportionately higher losses than larger chain stores. In fact, shoplifting is sometimes severe enough to put marginal retailers completely out of business.

Shoplifting can cause closures or reduced profits, but retailers often deal with the problem by either increasing prices or increasing sales. Increasing sales volume is usually not a practical way to offset crime losses because, (1) most businesses are already operating at close to maximum sales potential, and (2) if sales and customer volume were increased, then shoplifting would also increase.

¹Shave, Philip L., Shoplifting in the State of Washington: The Crime and its Prevention. Washington State Office of the Attorney General, March, 1978; p. 7.

²Ibid, p. 7

³Kelley, Clarence M., Crime In the United States - 1976; U. S. Government Printing Office, Washington, D. C.; p. 23.

⁴Shave, p. 8.

⁵Ibid, p. 9.

Thus, passing the increased costs on to the consumer, a form of risk transfer, is the most common "answer" to shoplifting losses. Unfortunately this approach drives away customers, fuels inflation and leaves the real problem - dealing with the shoplifter - untouched.

The most startling indication of the scope of shoplifting activity is the number of people involved. An article in the "FBI Law Enforcement Bulletin" estimates that one of every 60 customers shoplifts.¹ In a nationwide poll of high school seniors, 91% of the respondents indicated that they had stolen from a retail business.² All statistics point to the fact that shoplifting is engaged in by the majority of the populace at some time. The resultant large caseload which must be handled by security forces, police, and the judiciary is one aspect of this very serious problem.

ROLE OF THE CRIME PREVENTION OFFICER

Many businesses, especially the small, locally owned stores, are without the resources to combat shoplifting. The crime prevention officer is in a position to provide store security surveys, training on shoplifting prevention, advice on apprehending suspects, and help in establishing policies which will guarantee successful criminal prosecution and civil recovery.

The application of crime prevention principles to the crime of shoplifting requires a thorough understanding of both the nature of the crime and the shoplifter. Information on these subjects will be found in the following material.

PROFILE OF THE SHOPLIFTER

Victimization

Department and general merchandise stores suffer the highest losses from crime (including shoplifting). 1974 nationwide figures show this category accounting for 41% of retail sales and 61% of all retail crime loss.³ There is a dramatic difference in "average recovery per apprehension" among different types of stores: Department and general merchandise stores - \$25.00; Drug stores - \$10.00; Hardware stores - \$8.00; and Grocery stores - \$5.00.⁴

We can conclude that department and general merchandise stores are the hardest hit, both per incident, and as a group.

¹Dornfield "The Shoplifter", "FBI Law Enforcement Bulletin", Vol. 36, No. 12, December, 1976, p. 2.

²Sabine, Gordon A. "Nation's Students Discuss Pros and Cons of Shoplifting", "The Seattle Times", November 21, 1976, p. B2.

³Morton, Rogers C.B. Crime In Retailing, U.S. Dept. of Commerce, Washington, D.C., 1975, p. 2.

⁴Shave, p. 10.

Activity Patterns

According to information gathered by Commercial Service Systems over a thirteen year period, most shoplifting occurs between 3:00 and 6:00 p.m.¹ Washington retailers confirm this pattern.

Police statistics from Washington State provide evidence of the expected Christmas shoplifting rush, but individual stores do not always experience this increase of activity in December. Evidently, certain types of businesses are highly seasonal while others, such as grocery stores, do a fairly even sales volume throughout the year.²

One can summarize shoplifting occurrence trends in one short sentence, "peak hours for sales are peak hours for shoplifting". The same is true for peak shoplifting seasons.³

Items Stolen

The general characteristics of items most often stolen from retailers are small physical size and high value. Washington grocers report that meat, cigarettes, and liquor are frequently targets. Department stores lose jewelry and clothing, especially expensive sportswear and leather coats. Drug stores have cosmetics, records, vitamins and toys stolen. The rule is that target merchandise will be high appeal, luxury items whose purchase is hard to justify.

Amateur or Pro

Who is doing the shoplifting? One of the easiest questions to answer about the shoplifter is whether he is an amateur or a professional.

There are indeed professional shoplifters, but for the most part they do not fit our movie image of the slick, calculating thief who makes a living by his wits. According to Washington security officers, the pro of modern times is young, urban and involved in drugs and other criminal activity. Although males predominate, there are also females in this group. While often quite practiced at shoplifting, he/she does not hesitate to "grab and run", or use force to escape. This pro is considered very dangerous because drug use may make him/her unpredictable. These shoplifters are pros only in that they steal regularly for resale rather than personal use. According to local retailers, this type is fairly rare and does not account for a majority of theft losses.

Reference is also occasionally made to the "California Pro". This is the classical professional thief who works a large geographical area. The characteristics of this offender are some kind of semi-formal training (usually while in prison), high mobility, ready access to bail money and a lawyer, and an outlet for large quantities of stolen property. Such a group or person might be in Washington several times a year.

¹Griffin, R.K. Commercial Service Systems, Inc. Van Nuys, California. "Survey and Analysis of Shoplifting Data from 1964 to 1973", June, 1974. p. 43.

²Shave, p. 11.

³Griffin, p. 43.

Although professionals can individually cause large losses they are so outnumbered by the amateurs that they remain a relatively small part of the problem. One researcher estimates that professionals account for only about 10% of all shoplifting.¹ A Seattle retail security person states that 80% of those arrested for shoplifting have never been arrested before - they are amateurs.² Evidently, one of the characteristics of shoplifting is that anybody can do it -- the professional has too much competition.

Age

An axiom in the field of retail security is that, "you can't trust anyone under thirty". Although shoplifters do come in all sizes, shapes and ages, this prejudice against youth is based on fact. One Washington department store which maintains data claims that 91% of its shoplifters are under age 25.³

Juveniles are also over-represented, accounting for between 58% and 77% of all apprehended shoplifters. Data from Seattle cases reveals that the shoplifter is usually 15 years old.⁴

Although there are more young shoplifters, the retailer should not concentrate on just this group. It is a fact that the older the shoplifter, the larger the theft. One Washington store states that the average recovery from juvenile shoplifters is \$8.53 whereas the average recovery from adults is \$23.26.⁵

It is clear that shoplifting cannot be considered solely a crime of the elderly person in need or the middle-aged housewife -- although people from these groups do indeed shoplift. Shoplifting is predominantly a young person's crime.

Sex

Shoplifting is an unusual crime because of the large number of female offenders. Traditionally almost all crime is committed by males, especially adolescent males. Yet, in some stores females account for 85% of shoplifting, and seldom is the offender population less than 50% female.⁶ This is partially explained by the fact that women have more opportunity to shoplift because they shop more. In spite of the data one must not make the mistake of thinking that shoplifting is an exclusively female crime.

Race and Economic Status

Some store security personnel have suggested that shoplifting can be tied to race and economic class. Most research indicates that there is no correlation between shoplifting and race.

¹Cameron, M. The Booster and the Snitch, Macmillan Co., 1964, p. 56.

²Shave, p. 14.

³Ibid., p. 16.

⁴Ibid, p. 15.

⁵Ibid, p. 16.

⁶Tbid, p. 18.

It is, perhaps, logical to suspect a tie between economic status and shoplifting, but this is difficult to establish. One study did find that 78% of shoplifters are from middle income levels which make up only 37% of the population.¹ This points to the possibility that, although not tied directly to hardship, shoplifting may be a reaction to perceived needs created by advertising and methods of merchandising.

Reinforcing this idea is the unanimous conclusion of retail security personnel that 95-99% of all shoplifters have either the cash or credit card necessary to pay for the stolen item.² The type of items stolen, are another indication -- they are usually luxuries which cannot be justified within the budget.

Thus, it appears that although shoplifting is usually not committed because of immediate need, there is a tie between economic status and shoplifting.

Motivations for Shoplifting

There are almost as many explanations of shoplifting behavior as there are shoplifters. Although it is doubtful whether any single theory can adequately explain this crime, it is possible to examine the personal needs and values which combine with external sanctions to direct the individual into shoplifting activity.

Shoplifters can be divided into two broad and sometimes overlapping categories -- the emotionally disturbed and the anti-social.

The emotionally disturbed shoplifter may be suffering from low-self-esteem, depression and guilt. It is also theorized that some seek to acquire possessions which are a substitute for other needs such as love, attention or affection. In addition, there is some evidence which links high levels of personal stress (divorce, job changes, etc.) to shoplifting.

Perhaps the most extreme example of the disturbed shoplifter is the kleptomaniac. This person is distinguished from other neurotic shoplifters by a tendency to steal any place or any time, i.e. the person will steal from friends or relatives. The kleptomaniac undoubtedly exists but is extremely rare.

The anti-social (or asocial) shoplifter is probably the most common type. The anti-social person makes no ethical decision about shoplifting, but rather views things as "easy to get away with", or "not worth the risk". Because shoplifting is both easy and low-risk, it is engaged in.

¹Won, George; Yamamoto, George. "Social Structure and Deviant Behavior: A Study of Shoplifting", Sociology and Social Research, Vol. 53, No.1, 1968, p. 49.

²Shave, p. 20.

It may well be that stealing is a natural, universal impulse which is kept under control only by proper socialization. Those who shoplift have either failed to internalize society's rules or have rejected those rules. Related to this poor socialization are low impulse control, low frustration tolerance and a need for excitement.

Addicts (including the alcoholic) and vagrant shoplifters are a group of people who fit into the anti-social category, even though they steal because of an immediate need. Shoplifting in these cases is an integral part of an anti-social life style.

Evidence indicates that shoplifters are not usually seriously anti-social. It has been pointed out that most shoplifters are "peripheral criminals", or in other words, people who identify with the dominant values but manage to rationalize stealing well enough to maintain a good self-image.

The above-described internal attitudes and disturbances are not solely responsible for shoplifting. Only when society or peers provide sanctions and merchants provide opportunity does the individual shoplift. Factors which contribute to shoplifting include: The depersonalization of society, increased mobility which allows shoplifters to steal where they are unknown, less adult supervision of juveniles, disturbed family and school environments, peer approval of shoplifting, societal tolerance of minor theft, and societal emphasis on material possessions.

Changes in retailing techniques also deserve some of the responsibility for high shoplifting losses. Advertising stresses that status can be acquired through possessions. And, if advertising does not create a strong enough desire in the public, then self-service merchandising ensures that displays will encourage both impulse buying and impulse shoplifting.

It seems that both society and the retailing industry conspire to provide the emotionally disturbed or anti-social person with the opportunity to shoplift.

Preventing Shoplifting

The emphasis of any anti-shoplifting program should be on eliminating the opportunity to commit the crime rather than on apprehending and prosecuting the shoplifter. The first step is the recognition and appraisal of the problem. Unfortunately, most store owners are unaware of the nature of their shoplifting losses.

The collection of discarded price tags and packaging can give the retailer a rough idea of how many and what type of items are being stolen. Although not all merchandise is removed from its packaging before it is stolen, and shoplifters do not always remove price tags, this collection will give some idea of how much is being lost to shoplifters.

If the retailer suspects that specific items are being shoplifted frequently, these suspicions can be checked by taking an inventory and then tagging these target items. Clerks are instructed to remove and collect the tags from all tagged items sold. At the end of the test period, the inventory of remaining items is added to the number of tags collected and compared with the original inventory.

After the retailer determines the nature of the problem, the next step is to remove the opportunity to shoplift. The very best deterrents do not impose serious restrictions on sales-oriented retailing. In fact, many crime prevention suggestions are nothing more than good business. Among the most effective methods are:

1. A firm and comprehensive shoplifting policy. Make sure that both staff and customers understand the policy.
2. Adequate number of sales clerks to guarantee effective coverage. Breaks and lunch hours should be staggered.
3. Training of salespeople. The stress should be on greeting each customer and establishing eye contact. Special shoplifting prevention training for both new and continuing employees will guarantee that all salespeople are aware of the shoplifting problem and know what steps to take should they see a shoplifter.
4. Proper store design and layout. Shelves and displays should be low for good visibility. Lighting should be adequate so that the sense of privacy is removed. In the small one-checkstand convenience stores, a fan-shaped aisle layout will increase the area which can be monitored by the clerk.
5. A neat and orderly store. A messy store lets the shoplifter feel that the stolen item will not be missed. Empty hangers should be removed, depleted displays refilled, discarded sales slips picked up, and price marking equipment controlled.
6. Incentive programs for clerks. Such a program could provide a bonus for spotting shoplifters and taking some action. With such a program it is necessary to have a very clear-cut policy on confronting and apprehending suspected shoplifters.
7. Rewards for customers who report shoplifters. The reward could be in the form of a gift certificate, an award letter, or even just a phone call from the manager or owner. Such a policy must be discreet to avoid creating a "bounty hunting" atmosphere. Signs which offer a cash reward for information should not be posted.

There are also many useful but sometimes resisted procedures which can dramatically reduce shoplifting losses. These include:

1. Fitting room checkers, or a limit on the number of items which may be taken into a fitting room, or a tag system to verify the number of pieces brought into the fitting room.

2. Store detectives whose job it is to monitor suspicious persons and apprehend shoplifters. The store security officer can be a major component in an apprehension-oriented program of deterrence, but the store owner should be aware that poorly paid and inadequately trained detectives are a liability -- they are likely to be involved in more violence, expose the store to false arrest suits and catch few shoplifters. Off-duty police officers are used successfully by some stores because of their arrest experience and police commissions. Others use well-trained private security personnel.
3. Observation booths and two-way mirrors. These items are usually built into a store but can sometimes be added. They make observation of the floor area possible.
4. Convex corner mirrors. These are more of a deterrent than a monitoring aid because they remove the sense of privacy in corners.
5. Video cameras are useful if monitored regularly. They also have some deterrent value. Dummy cameras are not recommended because their nature is soon public knowledge.
6. Disintegrating price tags are an excellent device which can help eliminate price switching.
7. An extra, concealed second price tag is also useful.
8. Alternating the direction of clothing hanger hooks will prevent grab-and-run losses.
9. Garment cables and chains require the sales clerk to unlock the clothing before it is tried on.
10. Special locking holders are made for items such as calculators and cameras. These allow the customer to operate and inspect a display item.
11. Cable and loop alarms also allow the customer to inspect the merchandise closely. Such an alarm usually has a cable which is run through some part of the article. If this cable is cut or unplugged, then the circuit is broken and the alarm triggered.
12. Pressure sensitive mats and switches can be used to set off an alarm when the display merchandise is picked up.
13. Plug monitor alarms are useful where the display operates on AC current. Merely unplugging the display will set off the alarm.
14. The use of locked display cases is necessary with many many small, expensive items.
15. Electronically sensed tags may be affixed to merchandise by rivets, plastic string or by concealment. If the tags are not removed before the customer exits, then an alarm will sound. This type of system has potential drawbacks, including erratic use of tags, failure to remove tags, and high cost. However, several department stores are using this system on a large scale with considerable success. It seems to work best on exit rather than department coverage.

HOW THE SHOPLIFTER OPERATES

When you train retailers and employees to identify and apprehend the suspected shoplifter, stress the fact that shoplifters

are of every age, sex and race. Some regular customers are "beating inflation" by stealing a little each time they shop.

The shoplifter may appear to be just another customer, so retail personnel should look for the following deviations from normal shopping patterns:

1. Eye movement. The shoplifter will be handling merchandise but not looking at it. The eyes will be watching everyone and everything except the item being handled.
2. The wandering shopper. The customer going from item to item, but never really showing much interest in merchandise and always examining the other customers, is suspect.
3. Seeking privacy. Watch the customer who takes merchandise into isolated areas of the store where observation is difficult.
4. Shoplifting tools. Look for large empty purses, backpacks, empty boxes, a coat slung over one shoulder, bags from other stores, old wrinkled shopping bags, a newspaper under the arm, bulky over-clothing such as coats or sweaters when worn out of season.

Shoplifting methods, whether amateur or professional, can be broken down into three categories:

1. Concealment. Shoplifters most commonly conceal stolen merchandise on their person or in their clothing, inside shopping bags, purses, hats or umbrellas. Another method of concealment is palming an item and keeping it in the hand until out of the store. Small items are often stripped of their packaging, price tags and other identifiers to disguise the newness of the product and reduce bulk. Shoplifters also hide items within another package which is then purchased.
2. Subterfuge. Shoplifters may use an accomplice to distract the merchant. Shoplifted articles may also be handed off to an accomplice. Price tag switching and fraudulent refunding are variations of shoplifting which may be hard to detect. The refunder may take merchandise directly from shelves to the refund desk; or the shoplifter may steal the item from one store and return it to another.
3. Speed. Desperate vagrants, alcoholics or juveniles often make no attempt to conceal merchandise -- they "grab and run". Self-assured professionals, while they may not run, will walk into the store, pick up an item and walk out knowing that few people will react quickly enough to stop them.

APPREHENDING THE SHOPLIFTER

In spite of all prevention efforts some people will continue to shoplift. The retailer and his employees should be prepared to apprehend, detain and prosecute all shoplifters.

The crime prevention officer who trains retail personnel must be re-oriented before making recommendations on stopping suspected shoplifters. The key points to remember are:

1. The person stopping the suspect will be a civilian, probably unarmed and untrained in physical defense.
2. Many retailers are not protected by insurance against false arrest.
3. Retail employees are not usually commissioned police officers and thus cannot arrest for misdemeanor crimes - they can only detain for investigation.

These factors all encourage a conservative approach to dealing with suspected shoplifters.

State law allows a private citizen to detain a suspect if there are reasonable grounds to believe that the person shoplifted. This detention is not an arrest if the retailer adheres to the legal guidelines (a copy of the law is appended). The following are the critical elements that retail personnel must consider before making an apprehension.

1. Did a store employee or another reliable witness see the suspect conceal merchandise? Before taking action on a witness report the employee must verify that the witness will appear in court if necessary.
2. Are store personnel positive that the merchandise concealed was store property and not the property of the suspect?
3. Are store personnel sure that the merchandise was not replaced on the shelf?
4. Had the suspect possibly already paid for this merchandise?
5. Was the suspected shoplifter acting in a suspicious manner?

Although the law does provide that concealment of merchandise creates an inference of intent, and that such concealment justifies detention, other suspicious actions will reinforce the retailer's position in court. "Criminal intent" can be inferred if the suspect's movements are nervous or furtive.

The best policy is to keep the suspected shoplifter in sight from the time that merchandise is concealed until the suspect is confronted. Although the law does not require continuous surveillance, this policy can prevent stopping a suspect who has already disposed of the stolen items.

It is also a good idea to let the shoplifter pass the last possible point of payment or exit before detaining. Again, state law does not require this, but it can strengthen a case in court since it removes the possible defense that the suspect was going to pay for the merchandise.

There are some situations in which it would be a mistake to let the suspect exit the store. For instance, juveniles are likely to run once they are outside the store, and professional shoplifters can become dangerous when removed from a crowd of witnesses. Washington state law does allow detainment of a suspect at any time after concealment of merchandise has been witnessed.

Although the retailer may be upset at discovering a shoplifter in his store, he should be instructed to remain professional and calm. Treating every shoplifting suspect as a potential future customer will help avoid false arrest suits. The following suggestions can be the foundation for a safe store apprehension policy:

1. The initial contact with the suspect should be verbal, not physical. The store employee should catch the suspect's attention and identify himself with a phrase such as "Excuse me, I am the manager of the store. I noticed that you removed (stolen item) from the shelf and did not replace it or pay for it. Would you please come to my office so that we may clear up this matter?" The ideal situation is where only the suspect hears the words that are spoken.
2. If the suspect refuses, the employee can explain that to avoid embarrassment the matter should be discussed in a private office. The suspect should not be physically forced to accompany the employee. Instead, have store personnel try to gather information from the suspect and call the police immediately if the shoplifter continues to refuse to cooperate.
3. If the suspect tries to flee, store personnel may legally use reasonable force to detain. "Reasonable force" in a shoplifting incident is an amount of force which is not likely to seriously injure the suspect. The amount of force used may escalate with the suspect's efforts to escape, but should always stop short of potentially deadly force (unless the use of deadly force is necessary to protect the lives of store personnel or other citizens).
4. If the suspected shoplifter agrees to accompany an employee to an office, the employee should follow rather than lead, to make sure that this person does not have the opportunity to dispose of the stolen merchandise.
5. When in the office, the suspect may be told that concealment of the items was observed and requested to return the items. If the person refuses, the store employee should not search. Instead, the police should make that decision. A search may be legally defensible, but runs a risk of a suit for assault or invasion of privacy.
6. During the detainment or interrogation of a suspect there should always be a witness present who is the same sex as the suspect. Female suspects should never be detained in private solely by a male. Thus, in some situations, retailers may be forced to detain the suspect in the sales area.
7. When interrogating the suspect no accusations, promises, or threats should be used to obtain a confession. Such tactics are unnecessary and expose the retailer to liability.

8. The detention must be as brief as possible. The law allows detention only for a reasonable time, so the police should be called immediately. The shoplifter may be detained while the retailer gives the opportunity to make or refuse to make a statement, and while examining any employees and store records to determine who owns the merchandise in question. If the suspect refuses to provide identification he/she should always be detained until the police arrive. In some cases the retailer may have completed the shoplifting report, collected all statements and evidence, and received adequate identification from the shoplifter before the police arrive. If the theft was a misdemeanor (under \$250), the law requires the retailer to release the shoplifter, although the suspect may be requested to wait for the police. Further detention, either by physical force or verbal threat, may amount to an arrest and expose the store to civil liability. In felony cases (over \$250) the suspect should always be held until the police arrive.
9. It is the retailer's responsibility to record all facts about the incident, and if the suspect admits wrongdoing, to get a statement to that effect. The crime prevention officer should provide retailers with the preferred local shoplifting report form. Note that as private citizens, retail personnel are not required to provide the suspect with "Miranda rights" before questioning.
10. Procedures for the collection and retention of evidence are dependent upon local police policy. If your jurisdiction requires the retailer to retain evidence, then, labeling and storage procedures should be specified for the merchant.

The Civil Shoplifting Penalty

Although the police will not be involved in the implementation of the civil penalty they should be aware of the law and able to explain its use to retailers.

Washington's civil shoplifting law, RCW 4.24.230, became effective in September, 1975 (a copy of the law is appended). This law creates a civil cause of action which the merchant may bring directly against the apprehended shoplifter, or the parents or guardians of shoplifting minors. It is not intended to supplant the criminal law, nor should it be used as a substitute for vigorous law enforcement action. The civil law is an additional deterrent.

A number of retail outlets in Washington have begun using this law successfully, and have discovered that its implementation is simple, requires little time and incurs no legal costs. Receipts from the use of the civil penalty law allow retailers to price merchandise more competitively, maintain profit margins and defray costs of security programs.

Basically, the law allows the victim (merchant) to recover:

1. Actual damages. This is the retail value of stolen items if they are not recovered. If the stolen items are recovered but damaged, then actual damages are computed by subtracting the reduced saleable price from the retail price. (Parents or guardians of shoplifters are not liable for actual damages).
2. A penalty in the amount of the retail value of the stolen merchandise (whether or not the item is recovered.) The maximum penalty is \$1000. (However, the maximum is \$500 for parents and guardians.)
3. An additional penalty of not less than \$100 and not more than \$200.

It is necessary that the retail community understand this law and know how to use it correctly. While criminal action remains the prerogative of the local prosecuting authority, civil action is brought only at the discretion of the merchant. It is vital that retailers develop a reasonable policy on implementing the civil penalty, and enforce it consistently.

For additional information on the use of the Civil Penalty as a shoplifting deterrent, refer to the "Retailers Shoplifting Prevention Guide" published by Washington Crime Watch.

DETAINMENT OF SHOPLIFTER BY MERCHANT

RCW 4.24.220

A defense against civil suit:

"In any civil action brought by reason of any person having been detained on or in the immediate vicinity of the premises of a mercantile establishment for the purpose of investigation or questioning as to the ownership of any merchandise, it shall be a defense of such action that the person was detained in a reasonable manner and for not more than a reasonable time to permit such investigation or questioning by a peace officer or by the owner of the mercantile establishment, his authorized employee or agent, and that such peace officer, owner, employee or agent had reasonable grounds to believe that the person so detained was committing or attempting to commit larceny or shoplifting on such premises of such merchandise. As used in this section, "reasonable grounds" shall include, but not be limited to, knowledge that a person has concealed possession of unpurchased merchandise of a mercantile establishment, and a "reasonable time" shall mean the time necessary to permit the person detained to make a statement or to refuse to make a statement, and the time necessary to examine employees and records of the mercantile establishment relative to the ownership of the merchandise."

Title 9A.16.080

A defense against criminal action:

(Title 9A.16.080 reads as above except for the substitution of the word "criminal" for "civil".)

STATE OF WASHINGTON

CIVIL ANTI-SHOPLIFTING LAW

RCW 4.24.230

"(1) An adult or emancipated minor who takes possession of any goods, wares or merchandise displayed or offered for sale by any wholesale or retail store or other mercantile establishment without the consent of the owner or seller, and with the intention of converting such goods, wares or merchandise to his own use without having paid the purchase price thereof, shall be liable, in addition to actual damages, for a penalty to the owner or seller in the amount of the retail value thereof not to exceed one thousand dollars, plus an additional penalty of not less than one hundred dollars nor more than two hundred dollars.

(2) The parent or legal guardian having the custody of an unemancipated minor who takes possession of any goods, wares or merchandise displayed or offered for sale by any wholesale or retail store or other mercantile establishment without the consent of the owner or seller and with the intention of converting such goods, wares or merchandise to his own use without having paid the purchase price thereof, shall be liable as a penalty to the owner or seller for the retail value of such goods, wares or merchandise not to exceed five hundred dollars plus an additional penalty of not less than one hundred dollars nor more than two hundred dollars: PROVIDED, That for the purposes of this subsection, liability shall not be imposed upon any governmental entity or private agency which has been assigned responsibility for the minor child pursuant to court order or action of the department of social and health services.

(3) Judgments, but not claims, arising under this section may be assigned.

(4) A conviction for violation of chapter 9A.56 RCW shall not be a condition precedent to maintenance of a civil action authorized by this section."

Recommended Sources of Additional Information:

Griffin, R.K. "Survey and Analysis of Shoplifting Data from 1964 to 1973." Commercial Service Systems, Inc.; Van Nuys, CA; June, 1974.

Hemphill, Charles F. Security for Business and Industry. Homewood, Illinois; Dow Jones-Irwin, Inc.; 1971

Shave, Philip L. Shoplifting in the State of Washington: The Crime and its Prevention. Washington State Office of the Attorney General; March, 1978.

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ARMED ROBBERY PREVENTION

ARMED ROBBERY 1/

Robbery is a vicious and frequently violent crime which takes place in the presence of the victim. It is perpetrated by the offender for the purpose of obtaining property or an item of value from the victim through the use of force or the threat of force. It has become one of the most rapidly rising crimes of violence in the United States. Police look upon robbery as one of our society's most dangerous crimes because the use of force, the nervousness of the robber, and that foolish acts of heroism by victims can result in brutal attacks, serious injuries, and even death.

STATISTICS

As reported by the FBI's Uniform Crime Report, there was an estimated total of 464,970 robbery offenses committed in the United States in 1975. This offense makes up four percent of the total Crime Index and comprises 45 percent of the crimes of violence. In 1975, robbery occurred most frequently during the month of December.

The heaviest volume of robbery offenses occurred in the Northeastern States with 32 percent of the total. The North Central States experienced 26 percent, the Southern States 25 percent, and the Western States reported the remainder.

When the total robbery offenses occurring in 1975 is compared with the 1974 total, a five percent increase is noted. Since 1970, robbery has increased 33 percent.

Large core cities with populations of over 250,000 reported a three percent increase in robbery offenses in 1975 when compared to the reported volume in 1974. Suburban and rural areas of the United States each had a seven percent increase.

Geographically, the Western States experienced a ten percent increase in robbery offenses. The Northeastern States had an eight percent increase. The North Central and Southern States reported three percent and one percent increases respectively.

1/ Uniform Crime Report, Crime in the United States, Issued by Clarence M. Kelley, Director - FBI, Released August 25, 1975, (1975 Statistics) p. 24-26.

In 1975, supplemental robbery information obtained from law enforcement agencies disclosed that over half of the robberies were committed in the street. Nationally, bank robbery offenses increased from 3,517 offenses in 1974 to 4,180 in 1975. The average bank robbery dollar loss increased from \$3,598 in 1974 to \$4,373 in 1975.

The 1970-1975 trends in robbery by type show bank robbery has increased 79 percent. During this same period, gas or service station holdups have increased seven percent; chain store robberies increased 112 percent; street robberies 22 percent; robberies in residences 36 percent; and holdups of other commercial or business establishments rose 27 percent. The full impact of this violent crime cannot be completely measured in terms of dollar loss alone. While the object of the attack is money or property, the victims can suffer serious personal injury. During 1975, the average value loss in each robbery incident was \$331 for a total loss of \$154 million.

Persons Arrested

Nationally, arrests for robbery increased seven percent in 1975 when compared to 1974. The greatest volume of arrests occurred in cities and increased six percent. In the rural areas, arrests increased 17 percent, and in the suburban areas arrests increased six percent.

Age groups: The data shows that 77 percent of the persons arrested for robbery were under the age of 25 years, 58 percent were under the age of 21 years, and of all persons arrested for robbery, 34 percent were under the age of 18.

Sex: In 1975, seven of every 100 persons arrested for robbery were females. Arrests of women for this offense rose ten percent in 1975 when compared to 1974.

Race: From a standpoint of race, 59 percent of those arrested were Negro, 39 percent were white, and all other races made up the remainder.

THE ARMED ROBBER'S VIEW

Businesses must be viewed from the armed robber's perspective to evaluate his reasons for selecting it as a possible

target. The robber is looking for several conditions to be in his favor.

Robbers Physical Check List

Location - Is the business located close to other businesses where someone might witness the robbery?

Lighting - Is the business lighting sufficient to provide adequate visibility for the entrance, walkway, parking lot and sides?

Windows - Are the windows covered with sales posters and/or displays which keep citizens and patrolling officers from seeing inside?

Doors - Do displays or posters block a clear view of the cash register area from the outside?

Cash Central - Is the cash kept in the cash register, in a sack under the counter or in a locked safe?

Register Location - Where is the cash register located within the store? Is the register visible from the outside or is it hidden from view in the back of the store or behind displays?

Alarm - Is there an alarm on the premises? If so, are there frequent false alarms? Is the alarm equipped with a panic device?

Robber's Employee Check List

Employees - How many employees are on duty at any one time? If there is more than one, where are they located in the store?

One Employee - If there is only one employee on duty, what are his job responsibilities? Does the employee remain at the register? Does the employee stock during lull hours? Does the employee have other maintenance responsibilities either inside or outside the store?

Alertness - Is the employee alert to who comes and goes?

Does he notice loitering inside and outside the store?

Robber's Check List for Procedures

Opening - Do the employees arrive at the same time or does one employee open the store?

Money - Does the employee bring the operating capital to the store or is it already on the premises?

Deposits - Does the establishment make deposits at a regular time of the day and in the same way?

Duties - Do the employees appear to have definite responsibilities?

Cameras - Does the television monitoring system or the surveillance camera work?

Closing - Is there one employee left to conduct the closing of the business?

Parking - If there is more than one person leaving the store at closing, do they park their cars close together or far apart?

Posters (Warning) - Do the warning posters really mean what they say? Is there a policeman hiding in the back-ground with a shotgun? Is there a limited amount of cash in the register?

There are many other thoughts that go through the mind of the robber. The robber is concerned about the response time of the police and how far he will have to travel to become part of the regular flow of traffic.

The businessman should evaluate his establishment from the robber's point of view. If more opportunities exist in favor of the armed robber, deterrent measures should be employed by the management. Some armed robbers do not evaluate a business prior to the incident. Their action is spontaneous. When they are questioned about their action, they cannot explain their impulsive action. In other words, there may be no rhyme or reason to their mode of operation.

Armed Robbery Prevention

Before the Crime Prevention Officer attempts to start an armed robbery training program, there are several things to be considered.

1. What training has been done in the past on armed robbery?
2. What type of information was covered in the previous training program?
3. What was the response from the people involved in the prior training?
4. Has the training program been effective?
5. Is training continuous, or just seasonal?

The Crime Prevention Officer should be aware of the increasing robbery rate throughout the United States. He should know that any business with cash or merchandise on the premises is a possible target for a robbery. In most cases the robber is after cash rather than merchandise; however, jewelry stores and drug stores are prime targets for robbers looking for merchandise. Robbery is termed a "violent" crime because the robber uses force or the threat of force to carry out his intent, and robbery victims are often hurt or killed.

The Crime Prevention officer should offer training to owners, managers, and employees not only in techniques to prevent armed robbery, but also in safety measures for armed robbery victims.

The Armed Robber

An armed robber is a bundle of nerves and that is what makes him dangerous. The typical hold-up man is young, has a record of arrests, and generally carries a firearm. Even worse, he is becoming more prone to shoot or otherwise injure his victims. Any suspicious move by any employee, let alone a foolish "heroic" attempt to thwart the robbery, may trigger a violent reaction that ends in death for innocent victims. Therefore, the overriding concern in dealing with hold-ups is to minimize the possibility of injury. Cash can be recovered, a life cannot.

Proper training of employees can help prevent tragedy during a hold-up.

Robbery Prevention Suggestions

The anticipation of an armed robbery brings the Crime Prevention Officer and the business manager closer together in an effort to fortify the business against robbery attack.

The Crime Prevention Officer's recommendations to the supervisor may include the following:

1. Instruct employees of action to be taken in the event of a robbery. Be sure that everyone knows what to do.
2. If the business has an alarm system, show all employees how and when it is to be used.
3. If practical, mark doorways at varying heights to facilitate subsequent identification of the robber.
4. Cash Registers may be rigged with "bait money" --bills which have had serial number and series pre-recorded. Alert personnel not to give these bills as change, but to give them to the robber. (Check periodically).
5. Keep the absolute minimum of working cash on hand and overnight. (A first time "good haul" for the burglar or robber increases the likelihood that he will hit again).

Employee Training for Robbery

The employees who are in control of the cash flow of the business should be among the first to be trained on action to be taken during a robbery. Employees should be informed with the following information.

1. "Don't Be A Hero" - take no action that would jeopardize personnel safety or your own.
2. Treat every firearm displayed by a robber as

being loaded.

3. Activate the alarm only if you can safely do so without detection.
4. Attempt to alert other employees by use of prearranged signals.
5. Follow the robber's directions but don't volunteer more than he asks for.
6. If you must put your hands in your pocket for a key to the cash register, or if you must make any other move which the robber might misinterpret, explain such action before doing it.
7. If the robber has written a note, place it out of sight and try to retain it as evidence.
8. Study the robber carefully and make note of his race, age, height, sex, clothing, the way he walks, speech characteristics, scars, tattoos or deformities, and method of operation.
9. Note the number of accomplices and how they escaped; direction of travel, type and color of the car, and the license number.
10. Make a mental note of the type weapon used and where it was placed when the robber left the scene.

Procedure Following the Robbery

1. Call the law enforcement agency and notify them of the robbery. Do not hang up the phone until you are told to do so by the officer.
2. Give the information to the officer as you know and remember it.
3. When you are told to hang up the phone, lock all doors and ask all witnesses to remain until the officer arrives.
4. Do not let anyone inside until the officer arrives.

5. Protect the scene of the crime. (Don't touch anything).
6. Write down everything you can remember about the crime and your description of the robber. Ask all witnesses to do the same.
7. Do not discuss details of your security system with persons other than the law enforcement officer and security equipment representatives.
8. Do not discuss details of the robbery with anyone until after you have given your information to the officers.
9. Warning: The hold up man is as dangerous as a bottle of nitro-glycerine. Handle him with the same care you would use with any explosive.

CONCLUSION

The reduction or even the stabilization of robbery can only be realized when the law enforcement officer and the citizens in the community join together in a unified effort to reduce the opportunity for robbery. The crime prevention officer must accept the leadership role in getting the citizens involved in the program.

BIBLIOGRAPHY

Federal Bureau of Investigation, U. S. Department of
Justice, Washington D.C. (U. S. Government Printing
Office) 1974, p. 24-26.

PHYSICAL DESCRIPTION

Color..... Sex..... Nationality..... Age..... Height..... Weight.....

Build..... Complexion..... Hair..... Eyes.....
(Thin, Stocky, Etc.) (Light, Dark, Ruddy, Etc.) (Color, Wavy, Straight, How Combed) (Color, Small, Large, Etc.)

Nose..... Ears..... Glasses..... Mustache or Beard.....
(Large, Small, Broad, Pug, Etc.) (Prominent, Small, Etc.) (Describe Frames) (Color, Shape, Etc.)

Mask or Falseface..... Scars or Marks.....
(Type, Color, Etc.) (Tattoos, Birthmarks, Facial Blemishes, Etc.)

Distinguishing Characteristics.....
(How would you pick this person out of a crowd?)

CLOTHING

(Describe Color, Type of Material, Style, etc.)

Hat.....

Overcoat.....

Raincoat.....

Jacket.....

Suit.....

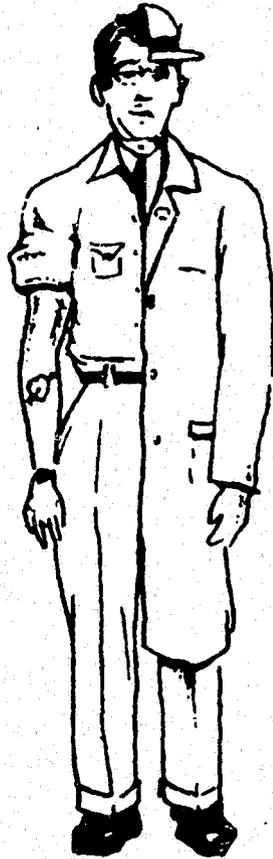
Trousers.....

Shirt.....

Tie.....

Shoes.....

Other Clothing.....



MISCELLANEOUS

Weapon Exhibited.....
(Revolver, Automatic, Knife, Etc.)

Speech.....
(Any Accent, Peculiarity of Speech)

Any Names Used.....

Mannerisms.....
(Right or Left Handed)

.....
(Unusual Walk or Carriage, Nervous Habit, Etc.)

PROMPTLY FILL OUT THIS FORM AS ACCURATELY AND AS COMPLETELY AS POSSIBLE AND GIVE IT TO CASHIER

ADDITIONAL DATA

Means of Escape.....
(On Foot, Auto)

Direction Taken.....

MOTOR VEHICLE

Lic. No..... Other.....
(Lic. No., State, Color)

Make..... Color.....
(Black, Two-Tone, Ivory over Blue, Etc.)

Year..... Model.....
(? Door, Convertible, Etc.)

Number, Color & Sex or Passengers.....

Special Features.....
(Unusual trim or ornaments, white wall tires, wheel

disks, visible accident damage, etc.)

Remarks.....

Prepared by.....

Position or Address.....

Date & Time of Incident.....

PRESENTED BY

AUSTIN POLICE DEPARTMENT

AUSTIN, TEXAS

◀ **LOOK, LISTEN AND REMEMBER** ▶

One of the most important aids to Law Enforcement Officers in an investigation of a robbery or an attempted robbery is an accurate and complete physical description of the bandit or bandits.

The reliability of a physical description is often dependent to a great extent upon the composure and alertness of the witness. To remain calm under conditions of stress may be difficult, but it should be remembered that composure may be synonymous with safety. A calm witness is not apt to provoke a bandit. At the same time a calm witness is better able to observe and to retain an accurate recollection of what he has seen.

To obtain the necessary elements of a good physical description, particular attention should be paid to distinguishing characteristics of person and of clothing. Rather than attempt to estimate age, height, weight, etc., the witness should mentally compare the subject with himself or some other person.

As soon as possible after a robbery or an attempted robbery, all witnesses— independent of each other—should record their observations. These important data should not be entrusted long to memory.

This folder is designed to guide you and to assist you to make a prompt and complete record of your observations. Do not omit any detail no matter how insignificant it may seem. On the other hand, if certain data have not been observed, leave those spaces blank. Do not guess. Our objective is a physical description of value—as complete as possible—but accurate.

INSTRUCTIONS

- (1) IN THE EVENT OF A ROBBERY DO NOT RESIST.
- (2) Observe the person or persons involved for the purpose of describing clothing, and physical features.
- (3) Observe the person for means of escape, direction of travel, and description of vehicle.
- (4) Lock the door; don't let anyone in or out.
- (5) **THE ARLINGTON POLICE**
Phone : 261-2541
- (6) DON'T HANG UP THE PHONE.
- (7) WHILE TALKING TO THE POLICE:
 - (a) Please fill out the form before discussing the details of the robbery with anyone. It is important for the authorities to secure an accurate description of the holdup and the person or persons involved.
 - (b) Please complete as much of the information as you remember as soon as possible.
- (8) When you have finished, give the completed form to the first Police officer to arrive at the scene.
- (9) **DO NOT HANG UP THE PHONE UNTIL THE POLICE OFFICER ARRIVES.**

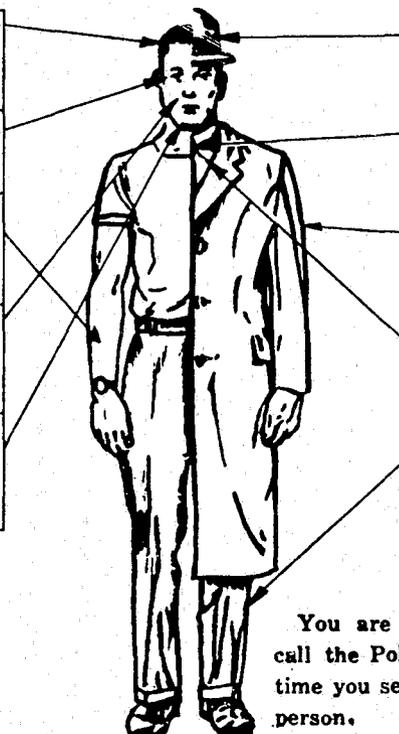
YOUR HELP IS NEEDED FOR YOUR PROTECTION

"ASK ABOUT COMPRISE"

ARLINGTON POLICE COMMUNITY RELATIONS

SAN ANGELO POLICE

GIVE TO THE FIRST POLICE OFFICER ON THE SCENE

SEX	RACE	AGE	HEIGHT	WEIGHT	WEAPON TYPE
HAIR					HAT (color, type)
GLASSES TYPE					TIE
TATTOOS					COAT
COMPLEXION					SHIRT
SCARS/MARKS					TROUSERS



You are requested to please call the Police Department any time you see a suspicious car or person.

PHONE: 653-5961

AUTO LICENSE, MAKE, COLOR	DIRECTION OF ESCAPE
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Police Community Relations

BE ALERT, BE OBSERVANT—Features which you can remember regarding the physical characteristics of suspicious persons or assailants can greatly assist your police department in their apprehension.

RAPE PREVENTION

RAPE

The Victims

Rape, the most personal of all crimes known to man, written in our history and prosecuted by our judicial system, is increasing at an uncontrollable rate. Rape is a crime that has more than just one victim. The first and most evident victim would be the woman who was forced against her will to have sexual intercourse. The second victims, the less thought of, would be the family of the raped woman. Not just an irate husband or boyfriend, but the mother and father, children, relatives, friends, neighbors and business associates. All of these persons are directly affected by the crime of rape. The husband of a rape victim is usually full of misconception, misunderstanding and even anger about the incident, along with relatives and friends.

Often in the crime of rape, the victim's emotions are frequently overlooked in the rush to expedite the legal and medical procedures involved. Rape is a traumatic experience. Therefore, each case should be handled with the utmost care for the victim's physical and psychological needs. The physical needs are medical assistance immediately after the rape has occurred, to treat any wounds that might have resulted from the criminal act, to conduct test for pregnancy, and to examine the victim for possible VD from the attacker. The psychological needs of the victim cover a wide spectrum of events. First, through the physical examination, to rest the mind of the victim from the fear of either the return of the rapist, pregnancy or VD. Second, to aid the victim through the critical stages by furnishing a person to stay with her through both the medical and legal aspects of the case. Third, to render assistance in relocating her residence, changing of telephone numbers, finding job placement, or any number of related tasks. In the past the police have seen to the physical needs of the victim, but little progress has been made in the area of her psychological needs.

Rape - Not A Selective Crime

Due to the misconceptions surrounding the crime of rape, many women feel that they will never become a victim

because of their age, race, or even size. But to the surprise of all, rape is not a selective crime. The victims range from the age of 3 months to 86 years, from all races, colors, creeds, and all physical shapes and sizes. No one is exempt from the crime of rape.

"The fact is any kind of woman is a potential rape victim: pretty women, ugly women, smart women, stupid women, fat women, slender women, young women, old women, white women, black women, virgins, prostitutes, nuns in their habits, nurses in uniforms, little old ladies in tennis shoes, little girls in sneakers, policewomen, school-teachers, ministers' wives, college women, high school girls, grade school girls, women who work in factories, women who clip coupons, sensitive women, callous women, movie stars, housewives, popular girls, wallflowers, rich women, poor women, and YOU, if you're a woman." 1/

Rape - Who Is The Rapist

Generally speaking, the rapist is a sick human being, but we must remember he is a human being. Being a human, the rapist has certain psychological needs. He may feel that his victim is on a higher level socially than he is and by the humiliation or degradation of raping this woman, it will pull her down to his level. The rapist may put his victim on a pedestal, feeling that she is just what he has always wanted in a woman but cannot have. So, he feels that rape is his only answer. In any context that we might perceive the rapist, he is a man with a complex problem and needs help. Who the rapist is can best be described as a sick individual.

"Well, I've studied more than four thousand rape cases, and so far as physical appearance, occupation and apparent mastering of the social graces go, I've been unable to construct a profile of the rapist. As for appearance, he looks like anyone else, he may be Ivy League, or hippie, young or old, good looking, or not-so-good looking, tall or short, fat or

1/Storaska, Frederic, How To Say No To A Rapist And Survive
(Random House, Inc.) New York, N.Y., pp. 15-16.

thin, white, black, yellow, red or any combination
In personality, too, he may be awkward or glib,
nasty or charming, friendly or hostile. In short,
the characteristics of the rapist are as varied as
those of his victim. He is, after all, a human
being. He looks like a human being, acts like a
human being, and talks like a human being. In
fact, the only important difference between the
rapist and his fellow human being is that he does
something they don't do...HE RAPES." 1/

Therefore, as previously mentioned, a rapist can be
anyone. His physical features and psychological make-up
cannot be stereotyped. This fact should be stressed by the
crime prevention officer when conducting any program on the
subject of rape or women's security.

WOMENS SECURITY PROGRAM

The "SAFE" approach to rape prevention is currently
being used by many cities throughout Washington. It has been
received with a variety of reactions from the audiences but
does have many valid suggestions in the areas of being aware
and being alert.

SECURE
AVOID
FLEE
ENGAGE

I. Secure

A. The Home.

The women should be alerted to certain precautionary
measures that they can take to prevent a rape in their home.
These precautions are basically simple but can be extremely
effective in preventing rape.

1. Lock all doors and windows when staying alone.
2. Make sure you have the only keys to your home.

1/Storaska, pp. 24-25.

3. Leave a radio or television on so that it would appear you are not alone.
4. Pull all drapes and curtains completely closed to prevent seeing in from the outside.
5. If you live alone, use your initials and last name only, not Miss or your first name.
6. Have a peephole installed to properly identify persons before opening the door.
7. Never open your door to a stranger. Require identification from all repairmen, policemen, salesmen, etc. If the identification is questionable, call the police immediately.
8. Leave adequate interior and exterior lighting on at night.

B. The Automobile.

The women should be aware of all precautionary measures that can be taken while getting in and out of their automobiles, while driving, and when car trouble occurs.

1. Keep your car locked at all times, even in your garage at home.
2. Have your keys out and ready when approaching the car.
3. While driving, lock all doors and keep the windows rolled up.
4. When parking, do so only in a well lighted area of the street or parking lot.
5. Upon returning to your automobile have your keys ready and always check the back seat for persons hiding.

6. If you have car trouble, raise both the hood and trunk of your car, get back inside and lock all doors.
7. If anybody stops to offer help, ask them to call the police for you. Do not get out of your car. Roll the window down only enough to convey your message.

C. The Walker.

1. If you must travel by foot, be alert.
2. Walk in groups, there is safety in numbers.
3. Walk in lighted areas not on dark streets.
4. Never hitchhike or accept a ride.
5. Walk facing traffic.

D. The Telephone.

1. Do not give personal information over the telephone.
2. Women should only list their last names and initials in the telephone directories and preferably no street addresses.
3. If you receive an obscene phone call, hang up and call the police.
4. Do not prolong a conversation on a misdialed number, give only your number.

II. Avoid

Avoid any circumstance which might leave yourself vulnerable to being raped. Avoid high crime areas of town where this type of attack would be most likely. By being alert and being aware of where you are and who you are with, most rapes can be avoided.

III. Flee

If the woman finds herself in the situation where the threat of being attacked or raped is prevalent, then flight is her best alternative.

IV. Engage

If all avenues of escape are blocked and the precautionary measures of being secure, avoiding the situation and fleeing from the scene are closed, then the woman has the option to physically engage her attacker. To accomplish this aspect successfully, the woman must fight off her assailant. To do this, she must be aware of vulnerable areas on the human body in which to attack. The eyes, nose, throat, groin, knees, ankles, toes and fingers. Scream to be heard and flee if possible. In this aspect of the prevention program, each officer presenting the material must question the validity of the engaging stage.

REPORTING A RAPE

It is estimated that only one out of ten rapes are actually reported to the police. This figure is extremely low and it is the responsibility of Crime Prevention Officers to stress prompt reporting of any attack to the proper law enforcement agency.

The Crime Prevention officers will conduct more rape or women's security type programs than any other. In these type of programs, requirements by the police, hospital and courts system in the procedures of handling a rape case should be discussed. The law enforcement agency handling the case must have certain physical evidence, statements, and court testimony from the victim. The necessity of this information along with a thorough explanation, will be beneficial to the victim. Hospital policies and procedures should always be explained so that the victim fully understands what is going on.

Last, but most important, the victim must know and understand the court procedures. What information will be asked and why such information is necessary.

There are certain steps that should be explained to the rape victim when reporting the crime:

1. Do not change any clothing.
2. Do not wash, bathe or clean up.
3. Do not alter any evidence at the scene.
4. Call the local law enforcement agency immediately.
5. Need for being examined by a doctor.
6. Need for identification and prosecution.

STORASKA APPROACH TO RAPE PREVENTION

Frederic Storaska, one of the most noted and controversial lecturers on the subject of rape in the United States, has been presenting his lectures on rape prevention for over eleven years. Storaska's approach to rape prevention is a new innovation compared to the traditional approach used by law enforcement. The validity of each approach must be decided by the Crime Prevention Officer before presentations to the public are made.

The Woman

Storaska believes that every woman has the absolute right not to be raped. Regardless of who or what the woman is or might be, even a "whore" can be raped. Storaska stresses the fact that women are logical, intelligent human beings. By overcoming her initial fears and shock of being raped, the woman can in many cases use her head and talk her way out of the threatening situation.

Storaska's main point in his presentation is: If you try something and it does not help you get out of the rape situation, it must not hurt you. This approach means that if a woman tries to avoid the rape either by talk or action and it does not work, then she should have the right to try again.

Topics for discussion:

1. Weapons
2. Screaming
3. Fighting

Rape and Sexual Assault Centers

In the State of Washington, Rape and Sexual Assault Centers are organized in three basic ways; 1) a Rape Crisis Center that operates on its own; 2) a Rape Crisis Center that operates out of another facility such as a hospital, YMCA, Women's Center, Community Mental Health Center, etc.; 3) a Rape Program that incorporates several components - administrative, 24 hour 7 day a week Rape and Sexual Assault Crisis Clinic, and a hospital with a Rape and Sexual Assault Clinic.

Most Rape and Sexual Assault Centers throughout the State of Washington provide direct and indirect services (check your local center for specific details), which may include the following:

DIRECT

1. Rape and sexual assault counseling to victims, families, and significant others (immediate crisis counseling and follow-up).
2. Legal advocacy.
3. Medical advocacy.
4. Medical care.
5. Referral services.

INDIRECT

1. Advocate/counselor training.
2. Public relations.
3. Public education and public awareness campaigns.
4. Training of medical, criminal justice and counseling personnel.
5. Special projects.

Only one Rape Reduction program in Washington provides all of the above services through its three components: 1) the administrative/education component; 2) Rape Relief, which provides direct services to sexually assaulted persons, their family and significant others; and 3) Sexual Assault Center which facilitates medical care and provides direct services to sexually assaulted persons, their family, and significant others, training, educationals and information.

Most organizations within the State work out of another agency or have their own non-profit status.

IDENTIFIED RAPE CENTERS IN THE STATE OF WASHINGTON

The following is a list of Rape Centers in the State of Washington which may be contacted for specific details:

Patsy Gottschaulk
Spokane Rape Crisis Network
YMCA North 507 Howard
Spokane, Washington 99201
Phone: 624-7273

Marjene Simmons
Walla Walla Helpline
2138 Crawford Drive
College Place, Washington 99324
Phone: 525-3799

Marion Pope
Everett Rape Relief
Providence Hospital
Everett, Washington 98201
Phone: Office - 259-9468
CRISIS - 258-7123

Karen Adams
King County Rape Relief
305 South 43rd
Renton, Washington 98055
Phone: Office - 226-0210
CRISIS - 226-7273

Nancy Beard
Pierce County Rape Relief
YWCA 405 Broadway South
Tacoma, Washington 98402
Phone: Office - BR2-4181
272-7242
CRISIS - 383-2042

Phyllis Gearing
Rape Response - Bremerton
723 Wallin Street
Bremerton, Washington 98310
Phone: Office - 479-3746
CRISIS - 377-3961

Jean Reichert
Thurston County Rape Relief
220 East Union Avenue
Olympia, Washington 98504
Phone: Office - 352-0593
CRISIS - 352-2211

Judy Simmer, Director
Sharon Tucker, Assistant Director
Whatcom County Rape Relief
c/o YWCA
1026 North Forest
Bellingham, Washington 98225
Phone: 634-4820

Diane Heurd
Yakima Rape Relief
321 East Yakima Avenue
Yakima, Washington 98901
Phone: 575-4084

Seattle Rape Reduction Program
313 1/2 First Avenue South
Seattle, Washington 98104
Phone: 625-4516

Rape Relief
4224 University Way
Seattle, Washington 98105
Phone: 632-7232
Sexual Assault Center
Harborview Hospital
9th and James
Seattle, Washington 98101
Phone: Office - 223-3047
CRISIS - 223-3010
(after 5:00 PM)

Cilla Gould
Lewis County Rape Line
P. O. Box 337
Chehalis, Washington 98532
Phone: 748-6601

Daris Lynch
212th McGloughin
Vancouver, Washington 98661
Phone: 695-6386

Jan Hoppler, Co-ordinator
Mid-Columbia Mental Health Center
1175 Gribble
Richland, Washington 99352
Phone: 943-9104

REFERENCE MATERIAL

1. Lady Beware - Dolphin Books, Doubleday and Company, 1975, Garden City, New York.
2. How to Say No to A Rapist and Survive - by Frederic Storaska, Random House, Inc., New York, New York, 1975.

JUVENILE CRIME PREVENTION

JUVENILE CRIME PREVENTION 1/

Law enforcement has long recognized the importance of establishing personal contact with youth. This need was first met with the "Officer Friendly" concept operated by virtually every law enforcement agency in the state. The goal of this concept was to enhance the image of police officers to the younger children and attempt to negate the unfavorable image other segments of society provided children. While this concept has merit, law enforcement has, to a great extent, failed to follow up the program with positive measures of interaction as the children mature.

Just as many agencies have traffic officers instruct juveniles in defensive driving or traffic rules and regulations, crime prevention officers can have an impact on juvenile crime by establishing a positive interaction between juveniles and the high frequency of crime perpetrated by juveniles. Many areas suffer a high crime rate of which over 50 percent is attributable to juveniles. Nationally it is known that youth 17 and under (who make up just 16 percent of the population) commit 42 percent of the crimes that cause injury or loss of property.^{2/} As the enforcement and punitive aspects of juvenile crime today are of questionable value, it is logical that crime prevention officers should develop programs aimed at preventing juvenile crime. Also sometimes of questionable value, are the social services that seemed to suddenly come into existence shortly after the 1967 In re Gault decision. According to one source, youth who involuntarily receive diagnosis, group or individual counseling and social casework become more delinquent than similar juvenile offenders who receive none.^{3/}

Crime prevention officers must consider that the basic problem in establishing any effective juvenile crime prevention program is the destruction of preconceived ideas and stereo typing both the youth and the law enforcement officer. This obstacle can only be overcome by the building of an honest rapport with individual youths. Just as a crime prevention officer must sell crime prevention procedures to the general public, he must also sell himself and his program to the youth.

One method of establishing the needed rapport with youth reverts to a similar system used in the "Officer Friendly" concept. Classroom presentations in high schools and junior high schools can be used to destroy the preconceived ideas held by youth regarding police and law enforcement in general. Once an officer enters the

1/Parts of this section were written by Officer Greg Robinson, Irving Police Dept., Irving, Texas, Dec. 1975.

2/Crime in the United States, 1973, p. 35

3/Michael C. Dixon, Juvenile Delinquency Prevention Programs, pp. 18-20.

classroom he discovers that the majority of students obtain their ideas of police one of two ways: (1) by television that portrays every officer as the "Adam 12" variety or a "Det. Columbo", slow-witted moron or; (2) by their peers at school that relate negative aspects of law enforcement and law enforcement officers. However the students gain their information, it seldom resembles fact and must be changed in order to effectively establish a juvenile crime prevention program.

In making classroom presentations for crime prevention purposes, the crime prevention officer must display honesty at all times. When confronted by uncomfortable questions, the officer should render the law enforcement point of view and make a truthful explanation. Obviously, some answers will not always be well received but will establish the credibility of your presentation. Further, when making original presentations many areas dealing with specific areas of crime prevention arise such as burglary, rape, and shoplifting prevention, and even operation I.D. (engraving of property), etc.

The importance of crime prevention officers combating juvenile crime in the school atmosphere might best be shown in the following statement and questions raised by Alan R. Coffey in his book, Juvenile Crime: Treatment and Rehabilitation.

"The American school system is without doubt the most influential institution impinging upon child socialization outside the family itself.¹ Indeed, many consider it quite possible that the school is increasingly replacing much of the family socialization process.

Implications of this position clearly raise the question of responsibility for youth socialization. In other words, is the school more responsible for permitting 'delinquent socialization' than the family is? Given the reality of the other theoretical causes of delinquency, is the family really responsible for any societal efforts to socialize adolescents? Indeed, is it possible that virtually all causes of delinquency are potentially correctable within the school's sphere of influence?"

¹Sheldon and Eleanor Glueck, Unravelling Juvenile Delinquency (New York Commonwealth Fund, 1950).

With these questions in mind, the crime prevention officer can find no more logical environment to begin his efforts.

In dealing with the public and private schools, the crime prevention officer can establish many positive contacts with individuals inside the school system that will prove to be of great value in achieving the officer's goal. Individuals such as administrators, counselors and faculty members offer the crime prevention officer assistance in many different ways. Perhaps the most valuable assistance is in the area of establishing a specific juvenile crime prevention program based on changing attitudes and peer influence.

A crime prevention program aimed at changing attitudes is essential to a crime prevention unit. Peer influence is directly related to the Determinism Theory of Delinquency Causation. The Determinism Theory, simply stated, holds that delinquency occurs as a result of external influence on youth. While attempting to control all external influence on youth is an almost impossible task, the control of peer influence is possible and perhaps the most important external influence to be controlled.

JUVENILE CRIME REDUCTION PROGRAM
"Officer in the School"

Bellevue Police Department
1975 - 1977

Officer Alex Ward

The "Juvenile Crime Reduction Program" was developed in response to the realization that juvenile crime had been rising in the U.S. at an alarming rate as well as in Bellevue for over a decade. In looking over statistics and crime prevention efforts in 1974, it became evident that the age group that had the least emphasis in crime prevention programs was also the area which showed the greatest rise in arrests, when compared to other age groups. This group was the junior high school age (12 - 15).

As this problem became more and more evident, it was found that programs had been developed in Cincinnati, Phoenix and Los Angeles which focused on this age group. It was also noted that these programs seemed to have a positive effect on student attitudes towards police as well as having the added benefit of reducing arrests of students who had participated in the programs as compared to those who had not.

At this point it was learned that there was a possibility that funds might be available for such a program through LEAA. The instructor, Officer Alex Ward then wrote a grant for funds; and began to develop the program. Initial contact was with the Bellevue School District Administration.

One of the first decisions that had to be made was which school was going to be approached to be the target school. The criteria which were chosen for selecting the target school then had to be determined. They were:

- 1) the majority of the student population of the school must reside within the city limits of Bellevue
- 2) there should be a high incidence of police contact with juveniles attending the school.

On the basis of this criteria, Odle Junior High School was approached to be the target school. Tillicum Junior High School was approached to be used as a control, based on the same criteria.

Once the schools were chosen, a committee was formed at Odle to help develop the program and to see that all necessary approval was obtained. This committee met over a three month period. Representation on this committee was from three major areas. These were:

- 1) Police Department
- 2) School District Administration and Odle Faculty
- 3) Parents of students attending Odle.

During the time that this committee met, the program was outlined and presented to the PTSA Board, the PTSA, the Faculty, the Superintendent's Cabinet and finally to the School Board. Approval was gained on all levels.

In November of 1974 it was also learned that funding had been approved and the LEAA Grant would begin on December 1, 1974. For the first month, Officer Ward began putting together lesson plans and securing training aides to be used in the program. He also made presentations to each Language Arts/Social Studies class in the school. As a result of these presentations, over a hundred students signed up for the first four classes which started in late January. (See Appendix "A" for course outline.)

The program continued for four Semesters. Eighteen classes were taught during this time period. A total of 417 students completed the course.

In addition to teaching the Law Enforcement Course, Officer Ward took part in other teaching responsibilities at Odle. He helped teach a swimming class which was offered in the Spring of 1975. Supervising study halls and patrolling the halls also became part of his responsibility. Timing and measuring at track events, keeping the record book at basketball games and acting as head linesman for football games were all incorporated at one time or another during the program.

From the beginning of the program it was considered important for the officer to have as many informal contacts with students as possible. The following were eventually added to the job description:

- A. resource person for reports on the criminal justice system
- B. guest speaker in classes
- C. special crime prevention programs on such things as rape and burglary.

Officer Ward was often available to the faculty and administration for advice on legal questions. He was normally the first person to be contacted when there seemed to be a police problem that needed to be dealt with quickly. Phone calls in the evening at home were not uncommon from faculty members with special questions.

In essence, the Juvenile Crime Prevention Program was an educational program that gave students and faculty at Olde Junior High School a chance to see a police officer in a non-threatening, informal manner. This helped reduce some of the barriers and increase communication between the groups involved.

One of the most difficult areas of any program of this nature is trying to determine the value of the program in the long run. When the program at Odle began, it seemed as if several things could be evaluated which would clearly show that the money was well spent. It was determined that the areas of Knowledge, Attitudes and Arrests would each be looked at and evaluated on a Pre-Post basis. This was done and each of these evaluations are found in the last three chapters of the final report.

In addition to these cut-and-dried types of evaluations, it became apparent that there were many additional things which were in themselves positive and worthy of noting. In the next few paragraphs these items will be discussed as well as some of the program problems which were encountered.

POSITIVE EFFECTS

During the course of the program, there were many occasions in which parents of individuals pointed out positive effects of the program. Most of these communications were verbal - some were hearsay - all were positive. Towards the end of the program one mother wrote a letter indicating that she felt the program and informal contacts with the officer had been a very positive influence on her son and had been a major factor in his progress during the past two years.

Several mothers indicated that during the time their sons/daughters were enrolled in the class, many dinner conversations began as a result of things that had been learned in the Law Enforcement Class that day. As a result, they felt the whole family had benefitted.

One student, who was enrolled during the first Semester of the class seemed obsessed with questions dealing with Child Abuse. During the Summer, another student called Officer Ward to ask for help. It seemed she had a friend that was being abused at home and wanted to know how to help the friend. She was referred to a case worker from Child Protective Services. It was soon discovered that there was indeed a child abuse problem in the student's home and he was removed and placed into a foster home. The student turned out to be the one in the class who had been had so many questions. In talking with him a year later, he felt that it had been the best thing that had happened to him. He also felt that knowing a police officer to call about the problem was a major factor in helping him find relief from the problem.

Nine or ten students who were either in the Law Enforcement class or closely associated to it through friends found their way into a Bellevue Police Cadet Unit. One of these students became Chief of the Unit and was voted the first "Explorer of the Year".

It also became apparent that the class was well received by the number of students from the same families that took the classes. Thirty seven pairs of siblings took the class during the course of the program. In two cases three students from the same family took the course during consecutive Semesters.

The faculty and administration also put the officer to good use. The principal and vice-principal often asked for advice in handling borderline criminal or dependency cases. On a few occasions the officer was asked to speak in classes or set up special crime prevention meetings. Faculty members also asked for information on speakers from other parts of the Criminal Justice System. They also sought answers to questions related to the Criminal Justice System.

PROBLEMS

Problems, as well as indications of success, followed the program from its inception. Before the grant had even been written, a premature announcement of the program in the Bellevue American brought a heated protest letter to the editor in the next issue. Thoughts of Gestapo in the classroom and the loss of student rights were the mainstays of this letter. Illusions of similar community protest worried the Odle committee from its first meeting until the program was finally approved by the School Board. These thoughts were unfounded, but still a real problem during that time.

During the month of December (1975), the class grew in size from an initial 80 to about 130. As a result there weren't enough textbooks for everyone in each class. This was more of a nuisance than a problem, but still of concern during the initial classes.

Because of the modular schedule at Odle, it was felt that more students would be able to take the class. When the program was initially planned, it was felt that many classes would be offered and would be run if anyone signed up. This proved not to be. The classes were usually offered, but if not many students signed up for them, they were usually cut. This was a problem in two ways:

- it did not give the maximum number of students a chance to take the class if they wanted to
- it never gave the officer quite as much of a teaching load as other teachers.

All classes were mixed, both in terms of grade level and ability of the student. This made it very difficult to keep attention of a high achieving ninth grader while not losing the attention of the low achieving seventh grader. As a result the grading system was always very flexible and in some cases downright arbitrary. The officer frequently asked the advice of other teachers in difficult cases.

Another problem stemmed from the fact that, although the class was an "elective" class, a lot of students were there to begin with because it was the only class that fit in the schedule or because they were told it would be "good for them". (This seemed to be one complaint of students entering Odle from places like Echo Glen or an extended "vacation" at the King County Youth Service Center). In some cases, fortunately, this attitude was reversed by the end of the program. Two students made a point of informing Officer Ward that they were really unhappy at first, that they had to take the course, but were glad by the end of the course, because they felt they had really learned a lot.

The biggest problem wasn't discovered until December, 1976. This problem was that Tillicum Junior High School, which was being used as a control school, had an ex-police officer that was teaching a mini-course in Law Enforcement (entitled busted). As it turned out, the main objective of his course was the same as that of the Odle Program. Some of the materials used in the two programs were even the same.

Although the Tillicum course is half as long as the Odle one, it is only taught to ninth graders. Another seeming advantage to the Tillicum program is that for the past two and a half years nearly every ninth grader at Tillicum has taken the course. This problem seemed to be insurmountable, but at least this was learned before the final evaluation was made and some adjustments could be made to take this into consideration.

Additional information can be obtained by writing:

Bellevue Police Department
Operations Division
Officer Alex Ward
P.O. Box 1768
Bellevue, WA 98009

CRIME PREVENTION PRESENTATIONS FOR ELEMENTARY AND
JUNIOR HIGH SCHOOLS

Crime prevention officers can have a impact on the most common types of juvenile crime by preparing specific lectures for particular grade levels in the Elementary and Junior High Schools. Classes discussing shoplifting, vandalism, and bicycle theft are well received by the students and have a wide-reaching effect on the community as a whole due to the children relaying the information to their parents.

A number of films, slide presentations, pamphlets, etc. are currently available that greatly assist in making crime prevention presentations in the classroom. In addition to specifically addressing juvenile crimes, some films directly relate to the peer influence causation of crime.

A crime prevention officer may also want to participate in the "You and the Law" program developed and implemented throughout the state of Washington by the Officer of the Superintendent of Public Instruction for grades K-12 particularly. At present development and distribution has been to sixth, ninth, and twelfth grade levels. Check with your local school district to see if this project is being implemented by the teachers and see how you may participate.

CONCLUSION

The goal of crime prevention is to reduce crime through public awareness and education. The skills crime prevention acquire can eventually benefit all segments of our communities. It is logical then for crime prevention officers to attack one of the major crime problems in our society: juvenile delinquency. Efforts of crime prevention units will certainly be lacking if the juvenile crime problem is not given a high priority and juvenile crime programs are not established.

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APPENDIX

APPENDIX "A"

Officer in the School Program

Course Outline

18 Weeks

CONTINUED

4 OF 6

Week 9 THE EXPANDING POLICE FUNCTION - SUPPORT FACILITIES

Guest Speaker - Police Department
Tour of Bellevue Police Department
Discussion on the pros and cons of computerized communications
Planning and research - guest speaker

Week 10 Civil Rights and Law Enforcement

Background - the Constitution
Supreme Court - the continuing controversy
Supreme Court Cases - discussion

Week 11 Civil Rights and Law Enforcement

Supreme Court Cases - continuation of discussions

Week 12 Today's Court System

Guest Speaker Judge or attorney
probation of parole officer
Discussion on courts - field trip to District Court
Mock Trials

Week 13 Today's Court System

Mock Trials (continued)

Week 14 Corrections and the Community

Role of Corrections
Community Based Corrections
Speakers from a jail or prison
Youth Eastside Services (YES)
Eastside Community Mental Health (ESCMH)
Crisis Clinic
Juvenile Court Conference Committee

Week 15 Systems of Juvenile Justice

Juvenile Unit - guest speaker
Differences in handling juveniles
Prevention of Juvenile crime
Reports on the Criminal Justice Systems

Week 16 Reports on the Criminal Justice System

Week 17 Responsibilities of the Police and the Public
Crime - focus from national to local
post testing

SECURITY LIGHTING

SECURITY LIGHTING

THE MIRACLE OF LIGHT

The idea that lighting can provide improved protection for people and facilities is as old as civilization. Equally old, however, is the problem of providing good lighting. Babylon dealt with the situation by ". . .burning thick wicks in bowls of fat during crowded festival times"¹/Other approaches included those used in 4th century Jerusalem where crossroads were illuminated with wood fires; and, in the 10th century when the Arabs paved and lighted miles of streets in Cordova. These efforts improved throughout the years when, by the 17th century, both London and Paris made attempts to provide effective street lighting. In England, for example, street lights were provided at public expense where individual citizen action could not be expected; while in France, a program was initiated involving a system of guides with lanterns which the night traveler would pay a small fee for the privilege of being protected by the light. ²/

Over the years, protective lighting evolved from candle and wood power to more sophisticated gas lights, with the first systems installed by the early 1800's. Finally, with the perfection and expanded use of electricity, the first electric filament street lights began appearing during the 1870's, increasing visibility and providing communities with a feeling of security. ³/

As police officers you are, of course, aware of the effect that lighting has in reducing criminal opportunity. Nonetheless, it is interesting to note that a variety of studies and experiments have recently been conducted that have documented this fact. For example, in December, 1973, in response to national appeals for energy conservation a small town in Indiana turned off its street lights. An immediate outbreak of vandalism and petty thefts occurred. The outbreak peaked with four firms in a commercial district being burglarized in a single evening. As a result, the conservationists' ideas were replaced by the realities of the community with public demand forcing a return to the properly lighted street. ⁴/

¹/Joyce Siemon and Larry Vardell, "A Bright Answer to the Crime and Energy Question", The Police Chief, Vol. SLI, No. 6, June, 1974, p. 53.

²/Ibid

³/Ibid

⁴/LEAA Emergency Energy Committee, Energy Report No. 2: Street Lighting, Energy Conservation and Crime, a report prepared by the U.S. Department of Justice, Law Enforcement Assistance Administration, Wash.D.C.: U.S. Government Printing, 1974, p.3

Clearly, this example is extreme. However, experience has shown the close relationship between illumination and crime. In fact, installation of improved, brighter street lighting in a number of cities has resulted in the following reported effects: 1/

<u>City</u>	<u>Reported Effect in Areas of City Receiving Improved Lighting</u>
St. Louis, Missouri	A 40 percent reduction in stranger to stranger crime; a 29 percent drop in auto theft; and, a 13 percent reduction in commercial burglaries.
New York, New York (Public Parks)	A 50 to 80 percent decrease in vandalism.
Detroit, Michigan	A 55 percent decrease in street crimes.
Washington, D. C.	A 25 percent decrease in robbery, compared with an 8 percent decrease citywide.
Chicago, Illinois	An 85 percent decrease in robbery; a 10 percent decline in auto theft; and, a 30 percent reduction in purse snatching.

It is because of this clear relationship that street lighting intensity has been increased in many communities well above standards required for traffic safety. Street lights, however, are not the only type of lighting important to crime prevention and security. Other types of illuminating devices such as flood lights, search lights, and fresnel units can also be used to increase security around homes, businesses and industrial complexes. The discussion presented below will review the various types of equipment that might be used for security lighting, but will first discuss lighting terminology; and, techniques that

1/National Advisory Commission on Criminal Justice Standards and Goals, Report on Community Crime Prevention (Washington, D.C.: U. S. Government Printing Office, 1973) pp. 198-199

can be used in the placement and dispersal of lights. The discussion will conclude with the subject of light and the energy crisis.

Transitional Lighting

Good lighting is the single most cost effective deterrent to crime, but what is good lighting? Ideally, a good lighting system would be reproduced daylight. Realistically, however, the system must furnish a high level of visibility and at the same time a low level of glare. One of the most critical problems that needs to be considered is that the evenness of outdoor light is more important than an absolute level. Too much lighting can actually be a hazard in itself. Outdoor evening activity areas, such as a tennis court or playgrounds, can be hazardous because of the difficulty of seeing clearly into the surrounding area. When an individual leaves a brightly lighted area such as this and walks into a dark area their vision is momentarily reduced and their vulnerability is increased. The opportunity for criminal attack is more of a likelihood when a situation like this exists.

Transitional lighting can be effectively used to minimize this hazard. Transitional lighting merely provides a gradual light level change from a brightly lighted area to a dark area. A lower light level can be employed adjacent to the bright area and this would help to provide a safe transition.

UNDERSTANDING LIGHTING TECHNOLOGY: A DEFINITION OF TERMS

Lighting technology, as you may already have discovered, involves a whole new language. Generally, the terms, definitions and discussions that appear in most texts are designed for the lighting engineer who has a strong foundation in the jargon and specifics of this subject. The terms presented below, although only scratching the surface, provide a point of departure that you may draw from in developing a better understanding of the subject. In summary, therefore, some of the basic lighting terms that you, as a crime prevention officer, should be familiar with include:^{1/}

- Watt: A term used to measure the amount of electrical energy consumed.
- Lumen: The lamps (light bulbs) used in various lighting equipment are rated in lumens. The lumen is frequently used as a term to express the output of a light source.
- Foot Candle: This is another unit of illumination. It is defined as the illumination on a surface one square foot in area on which is uniformly distributed one lumen of light.

^{1/}These definitions were adopted from the following sources by Koepsell-Girard Associates: Richard J. Healy, Design for Security (New York John Wiley & Sons, Inc. 1968), p. 140 and General Electric, Glossary of Terms Used in Street and Highway Lighting, (Hendersonville, S. C.: General Electric, 1973), pp. 1-5

- Coverage Factor: The coverage factor is the minimum number of directions from which a point or area should be lighted depending upon the use of the area. For example, a coverage factor of two is required for parking areas and for protective lighting to reduce the effect of shadows between automobiles, piles of materials and similar bulky objects.
- Quality of Lighting: This term refers to the distribution of brightness and color rendition in a particular area. The term is generally used to describe how light can favorably contribute to visual performance, visual comfort, ease of scene, safety and aesthetics for specific tasks.
- Reflector: A device used to redirect the light by the process of reflection.
- Refractor: A glass band, globe or bowl designed to control the direction of the light by the use of prisms.
- Luminaire: A complete lighting device consisting of a light source, together with its globe, reflector, refractor, and housing. The pole, post, or bracket is not considered a part of the luminaire.
- Visibility: This term refers to the ability to be seen or to facilitate seeing or the distinctness with which objects may be observed. There are four visual factors that must be considered in planning effective security lighting--size, brightness, contrast, and time. Size is an important consideration in that larger objects reflect a greater amount of light. The comparative brightness of objects is important in that brightly polished silver reflects a greater intensity of light to an area than tarnished silver with the same lighting source. Contrast is important in that an object placed against a strongly contrasting background will seem to reflect more light to the eye than when the object and the background are alike. Time is critical because it requires less time to see accurately under good illumination than it does with poor lighting.

GENERAL TYPES OF OUTSIDE SECURITY LIGHTING

There are four general types of outside security lighting. These are: continuous lighting; emergency lighting; movable lighting; and, stand-by lighting. Each is described briefly below. ^{1/}

Continuous Lighting

Continuous lighting, the most familiar type of outdoor security lighting, can be designed to provide two specific results: greater projection or controlled lighting. The glare method of continuous lighting originated in prisons and correctional institutions where it is still used to illuminate walls and outside barriers. It has been described by some security experts as "a barrier of light" and is particularly effective for lighting boundaries around a facility and approaches to the site. This technique is normally used when the glare of lights directed across an area will not annoy or interfere with neighboring or adjacent properties. The utility behind this method is that a potential intruder has difficulty seeing inside an area protected by such a "barrier"; thus, the lighting method creates a strong visual and psychological deterrent. Generally, flood lights are used in this way because the beam, although easy to direct, produces a great deal of glare that a possible intruder must face.

The controlled lighting approach, that is the second type of continuous lighting, is generally employed in situations where due to surrounding property owners, nearby highways, or other limitations, it is necessary for the light to be more precisely focused. For example, the controlled lighting method would be used when the width of the lighted strip outside of an area must be controlled and adjusted to fit a particular need, such as illuminating a wide strip inside a fence and a narrow strip outside, or the lighting of a wall or roof. One of the most popular methods of controlled lighting for industrial and commercial use is the "surface method". This method provides for the complete illumination of a particular area or structure within a defined site; not only are the perimeters of the property lighted, but so are the various parking areas, storage lots, and other locations that require improved security. Another advantage of the surface method is that the lighting units are directed at a

^{1/}Healy, Design for Security, pp. 142-144. The discussion on types of lighting was drawn entirely from this publication. It should be noted that all reference to residential lighting was added to the discussion by Koepsell-Girard and Associates.

building rather than away from it so that its appearance is enhanced at night and this same principle is used in some locations to illuminate the front and surroundings of residential sites.

Stand-by Lighting

A second type of outside security lighting is stand-by lighting. Stand-by lighting systems generally consist of continuous systems, but are designed for reserve or stand-by use, or to supplement continuous systems. These systems are engaged either automatically or manually when the continuous system is inoperative or the need for additional lighting arises. A stand-by system can be most useful to selectively light a particular portion of a site should prowlers or intruders be suspected, or to light an area merely for occasional use.

Moveable or Portable Lighting

A third type of system uses moveable lighting hardware. This system is manually operated and usually is made up of moveable search or flood lights that can be located in selected or special locations which will only require lighting for a temporary period. The moveable system can also be used to supplement continuous or stand-by lighting. This type of system would be particularly useful at a construction site.

Emergency Lighting

The fourth system is emergency lighting. Emergency lights may duplicate any or all of the other three types of lighting. Generally, the emergency lighting system is used in times of power failure or other emergencies when other systems are inoperative. The unique feature of the emergency system is that it is based on an alternative power source such as a gas power generator or batteries.

GENERAL TYPES OF LIGHTING SOURCES

Listed below are the general lighting sources that are mostly used in providing indoor or outdoor lighting. Their characteristics are described and their lumen output is summarized in the chart at the end of this section. The lighting sources discussed are: Incandescent, Mercury Vapor, Fluorescent, Metal Halide, and Sodium Vapor.

Incandescent

Incandescent lighting systems have low initial cost and

provide good color rendition. However, incandescent lamps are relatively short in rated life (500-4000 hours) and low in lamp efficiency (17-23 LPW) when compared to other lighting sources.

Mercury Vapor

Mercury Vapor lamps emit a purplish white color, caused by an electric current passing through a tube of conducting and luminous gas. This type of light is generally considered more efficient than the incandescent lamp and is also widespread in exterior lighting. Approximately 75% of all street lighting is mercury vapor. Because mercury lamps have a long life (24,000+ hours) and good lumen maintenance characteristics, they are widely used in applications where long burning hours are customary. Good color rendition is provided and the lumen per watt is 45-63.

Metal Halide

Similar in physical appearance to mercury vapor, but provides a light source of higher luminous efficiency and better color rendition. The rated life of 6000 hours is short when compared to the 24,000+ of mercury lamps. Used in applications where color rendition is of primary importance and generally where the burning hours per year are low. Rated at 85-95 LPW.

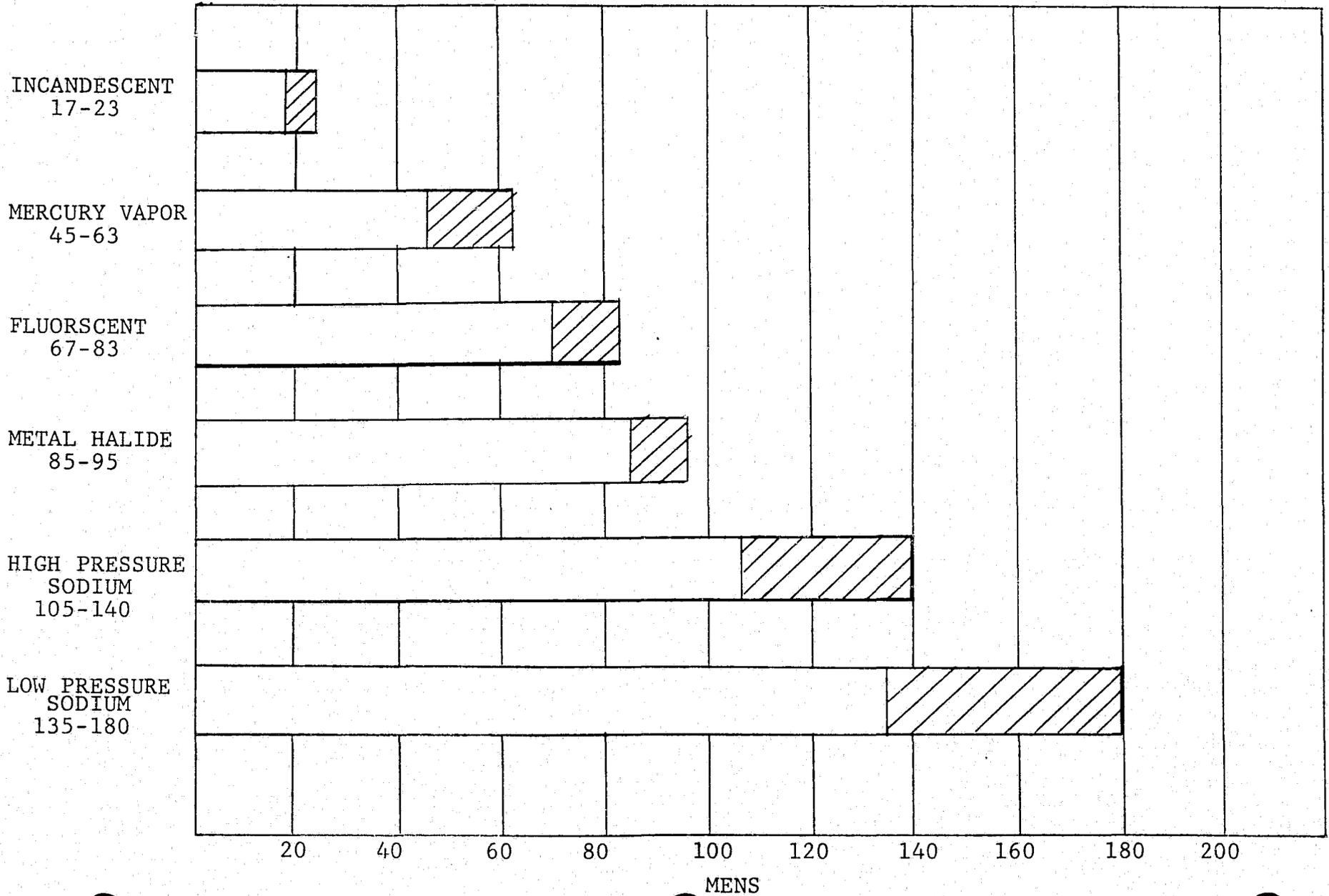
Fluorescent

Provides good color rendition, high lamp efficiency (67-83 LPW) as well as long life (9000-17000 hours). However, their long length, relative to their small diameter, causes luminaires to have very wide horizontal beam spreads. Fluorescent lamps are temperature sensitive and low ambient temperatures can decrease the efficiency. Fluorescent lights cannot project light over long distances and thus are not desirable as flood type lights.

High Pressure Sodium Vapor

A relatively new light source which was introduced in 1965 and is rapidly gaining acceptance for exterior lighting of parking areas, roadways and buildings and industrial and commercial interior installations. Constructed on the same principle as mercury vapor lamps but emit a golden-white to light pink color. Provides high lumen efficiency (105-140) and provides relatively good color rendition. Lamp life expected is up to 20,000 hours. Maintenance of light output is good and averages about 90% throughout its rated life.

LUMEN PER WATT (AVERAGE)



Low Pressure Sodium Vapor

Similar in principles of operation to other types of vapor lights but provides a much higher ratio (135-180). Color produced is a golden-yellow and is within a very narrow band of yellow wavelength. For this reason very poor color rendition is provided. LPSV lights have about 95% lumen maintenance throughout their rated life. The higher wattage LPSV lamps increase to about 40" in length and thus reduces optical control. LPSV will normally restrike within a few seconds should there be a momentary power loss.

GUIDELINES TO RECOMMENDING A LIGHTING SYSTEM

The location of lights, the direction of beams, and the types of general and back up systems that you may recommend will be dependent upon a number of variables. These include such things as the size of the area to be secured, the amount of light needed to adequately protect the facility, the nature of other protective systems that the facility may already be using, and the type and nature of the facility to be protected, i.e. warehouse, retail outlet, commercial facility or residential site. As a rule of thumb, the following formula should be considered:^{1/}

When traffic safety is considered, approximately one to two foot candles is a typical light level for high traffic streets and interchanges, while a level of .4 foot candles is typical for residential streets. Crime deterrent lighting, by comparison, usually approaches a lighting level of 10 foot candles. For reference, indoor office lighting usually approaches the 100 foot candle level, while moonlit streets are at the .02 foot candle level.

TYPES OF LIGHTING EQUIPMENT

Four types of lighting equipment generally used or associated with security lighting are: flood lights, street lights, fresnel units and search lights.

Floodlights

Floodlights can be used to accommodate most outdoor security lighting needs, including the illumination of boundaries, fences, and buildings and for the emphasis of vital areas or particular buildings. The floodlight is so versatile because it is designed to form a beam that can be projected to a distant point or used to highlight a particular area. The beam width available in flood lights are roughly classified as narrow, medium and wide. These widths may also be obtained in a variety of sizes and types

^{1/}LEAA Emergency Energy Committee, p. 16.

LAMP INFORMATION

<u>LAMP TYPE</u>	<u>WATTS</u>	<u>INITIAL LUMENS</u>	<u>LIFE (10 HOURS/START)</u>
High Pressure Sodium	100	9,500	15,000
"	150	16,000	15,000
"	250	25,000-30,000	24,000
"	400	50,000	24,000
"	1000	140,000	15,000
Mercury	100	3,850- 4,200	24,000
"	175	6,500- 8,150	24,000
"	250	9,500-12,100	24,000
"	400	20,000-22,500	24,000
"	700	39,000-42,000	24,000
"	1000	57,000-63,000	24,000
Low Pressure Sodium	35	4,800	18,000
"	55	8,000	18,000
"	180	33,000	18,000
Incandescent	150	2,300- 2,700	600-1500
"	500	10,950	2,000
"	1000	21,600	1,000
"	1250	28,000	2,000
"	1500	34,400-35,800	1000-2000
Fluorescent*	70	4,700	12,000
"	60	4,300	17,000
"	110	7,000- 9,200	12,500-17,000
"	215	14,500-17,000	12,500
Metal Halide	400	32,000	6000-15,000
"	1000	95,000-98,000	6000-15,000
"	1500	145,000	1,500

*Fluorescent ratings based on 12 hours per start.

(i.e. incandescent and gaseous discharge) of lamps.1/

The incandescent floodlight is commonly used in all types of security situations--commercial, industrial and residential. The other type of lamp--the gaseous discharge lamp--may consist of either mercury or sodium vapor. It should be pointed out that, in the main, the use of gaseous discharge lamps for protective lighting may be somewhat limited due to the fact that they require a period of two to five minutes to warm up to their full light output. In addition, if a voltage interruption occurs while they are operating the gaseous types require a slightly longer period to re-light.2/

Street Lights

Street lights have received the most widespread notoriety for their value in reducing crime. Generally, street lights are rated by the size of the lamp and the characteristics of the light distributed. More specifically, there are four types of lighting units that are utilized in street lighting. The most common and oldest is the incandescent lamp. Although it is the least expensive in terms of purchase, it is the most expensive to operate in terms of energy consumed and the number needed. As such, incandescent lighting is generally recognized as the least efficient and economical type of street lighting for use today.3/

The second type of lighting unit that, as a recently developed system has been acclaimed by some police officials as "the best source available" is the high intensity sodium vapor lamp. This lamp produces more lumens per watt than most other types, is brighter, cheaper to maintain, and the color rendition is close to that of natural daylight--a point that should be considered strongly in traffic control lighting and also in crime situations.4/

The third and fourth types of devices commonly used for street lighting are the mercury vapor and metal halide lamps. Both are bright and emit a good color rendition. However, some officials maintain that they are not as efficient as the newer high intensity sodium vapor lights. In addition, they are more expensive to operate and do not produce as many lumens of light per watt. Moreover, high intensity sodium vapor lighting has been claimed to produce almost double the illumination of any other lighting source. In addition, it is claimed as the best source of available street lighting for not only the protection of highway travelers, but also as a crime deterrent.5/

1/The most common form of incandescent lamp is the standard home light bulb that produces light by "the resistance of a filament to an electric current", Healy, p. 149.

2/Ibid.

3/Siemon and Vardell, p. 54.

4/Ibid.

5/Ibid., pp. 54-55.

Moreover, there are a number of street lighting systems and varieties that must be considered when recommending the adoption of street lighting as a crime prevention technique within a community. Placement and quality of lighting equipment depends in a large part on characteristics and needs of the areas to be served. For example, lighting that might be sufficient for a low-crime suburban area might not be adequate in a high-crime, inner city area. In addition, the value and effectiveness of an approved lighting program should not be judged only on the basis of measurable crime reduction. If streets and parks are more secure and inviting, they can help bring people together, enhance the community, and foster a sense of mutual independence and participation. Based on these arguments the National Advisory Commission on Criminal Justice Standards and Goals developed the following recommendation on street lighting programs for high crime areas. 1/

. . . units of local government (should) consider the establishment of approved street lighting programs in high crime areas. The needs and wishes of the community should be a determining factor from the outset and public officials should carefully evaluate the experience of other jurisdictions before initiating their own program.

When discussing the type of street lighting system that a community should adopt, a crime prevention officer must keep a number of factors in mind. That is, the kind of light source and wattage needed to light a particular street depends on such variables as the height and placement of existing light poles, the amount of reflection offered by surrounding surfaces, and potential glare, among others. In addition, cost factors for installation and maintenance are also important. Finally, the nature of the community should be assessed--residential versus commercial versus industrial. Remember, realistically, few cities will have the resources to become involved in a total re-lighting program.

For the most part, critical areas of the city should be lighted, or old light sources should be replaced. It will be

1/National Advisory Commission on Criminal Justice Standards and Goals, Report on Community Crime Prevention, pp. 199-200.

your responsibility to identify these areas after analysis of sites, crime statistics and other factors that you feel are pertinent to the question of security and the reduction of criminal opportunity.

Fresnel Lights

Fresnel units are another type of lighting device that can be used in crime prevention. These units which offer a glare-type security, deliver fan shaped beams of light that are approximately 180 degrees in the horizontal and 15 to 30 degrees in the vertical. The application of this type of unit is limited to areas where the resulting "objectionable" glare will not disturb neighborhood activities. Thus, the fresnel unit is usually restricted to industrial sites and commercial establishments that do not abut residential areas.^{1/}

Search Lights

Although offering more limited opportunities for application, search lights also provide a type of crime related lighting system. Search lights are generally of an incandescent light bulb type and are designed for simplicity and dependability. These lights commonly range from 12 to 24 inches in diameter, with a direct, but restricted beam. Power generally ranges from 250 watts to 3,000 watts.

In correctional institutions, search lights are usually permanently mounted. When used in industrial areas, trucking installations and similar areas, they are often on portable mounts. Portable battery-powered search lights are often used to supplement continuing light systems, or to serve construction sites prior to the installation of lighting of a more permanent nature. ^{2/}

AUTOMATIC LIGHTING CONTROL

Two basic means of automatic light control used to regulate the hours of operation are the timer and photoelectric cell. A timer is essentially an electric clock which operates a set of contacts through a preset turn on/turn off cycle. Some timers can be multiprogramed to turn a light off and on numerous times within a 24 hour period. Timers are versatile in that they can also be used to operate other appliances such as a radio or television. Portable timers will cost between 5-15 dollars. The built in type with more sophisticated programming and more capabilities costs considerably more.

^{1/}Healy, Design for Security, p. 151.

^{2/}Ibid, p. 151.

The photoelectric cell is widely used to control outside lighting and also building exterior lighting. With the photocell, the amount of light falling on the cell determines whether the light is off or on. The photocell works on current and resistance principles. If there is a low light level hitting the photocell the resistance of the cell is lowered and current will flow to energize the light. As the light level increases the resistance also increases and cuts off the current and turns the light off. The advantage of the photocell over the timer is that the photocell automatically compensates for the change in times of sunset and sunrise. Photocells are built in as a component of many outdoor light fixtures or can be easily added to the fixture. One photocell can be used to control a number of lights or each light may be equipped with a photocell. For residential lighting, photocell units can also be supplied with the fixture or it can be added to an existing fixture.

LIGHTING AND THE ENERGY CRISIS

Other than street lighting, no statistical accounts have been made as to the effect various types of lighting discussed above have on reducing crime. While the nation is facing an energy crisis and conservation recommendations have been common, there is a critical question to homeowners, industrialists, and businessmen as to whether or not it is cost-effective to reduce security lighting. The example presented at the outset of this discussion concerning the experience in a small Indiana town is instructive. Patently, lighting is a critical and needed security device both in a residential area and among businesses. Thus, as a crime prevention officer, it will not be difficult for you to explain and have strong support for the continued use of private security lighting systems.

Publicly supported systems, however, may be questioned in light of the current crisis. Generally "street lights" utilize about .7 percent of the electrical energy generated in this nation. The public's return for this consumption of now scarce energy is a general feeling that street lights have a deterrent effect on street crimes. This effect is somewhat sustained by research conducted by the Law Enforcement Assistance Administration and the fact that various communities which have installed improved street lighting in certain areas have reported reductions in the rate of street crime. Thus, it is the judgement of LEAA that any American community is justified in not taking any action toward reducing street lighting if it so chooses.^{1/}

1/Healy, Design for Security, p. 151.

Moreover, the use of security lighting as a crime deterrent has been supported, although in a limited fashion, through research and is accepted by the federal government as a viable tool in assisting a community in its fight against crime. As a crime prevention officer, it will be your duty to inform your city officials and various groups of residents and businessmen of the value of improved lighting. In fact, more and more police officials are beginning to see the need to assign high priority to improved lighting as a valuable and necessary technique to reduce criminal opportunity.1/

1/LEAA Emergency Energy Committee, Energy Report No. 2, p. 1.

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SAFES

SAFES

TYPES OF SAFES

Introduction

There are basically two types of business safes. Each is intended for different purposes. The first type, generally known as a fire safe, is designed to protect business records from destruction by fire. The second type, commonly known as the money safe or money chest, is designed to protect money and valuables from burglary or theft. A problem commonly found by police (and, unfortunately victims), concerns confusion over the use of these two safes. The result is that many users believe they have more protection than they actually do and unknowingly submit their valuables to risks. Because of this common misunderstanding, it is important that you as a crime prevention officer be aware that a safe must only be used for the purposes for which it was designed. A single safe cannot protect valuables from both fire and theft.^{1/}

The fire safe, commonly known as a "commercial records safe", is used principally for its heat resistant qualities. For that reason it provides only minimal protection from burglary and robbery. The construction of the fire safe is usually of light steel because the manufacturer is more concerned with insulating the safe against fire than protecting the contents against forcible entry.^{2/}

The money safe, on the other hand, is constructed to resist robbery or burglary but provides only minimal fire protection. Construction features include thick, solid metal walls and strong locking devices that resist tampering, but allow for the rapid transfer of heat to the interior of the safe.^{3/}

Security experts have long maintained that fire safes are widely misused by businessmen in the belief that they provide adequate safeguards for money. In fact, security experts and insurance authorities have estimated that "...95 percent of all safe burglaries in the United States in 1969 and 1970 were perpetrated against fire safes"^{4/}

^{1/} Richard J. Healy, Design for Security (New York: John Wiley and Sons, Inc., 1968), pp. 176-177.

^{2/} Charles F. Hemphill, Jr., Security for Business and Industry (Homewood, Illinois: Dow Jones-Irwin, Inc., 1971), p. 220.

^{3/} Healy, Design for Security, p. 177.

^{4/} Hemphill, Security for Business and Industry.

In a similar vein, however, related problems occur with the misuse of the money safe. More specifically, it has been found that people frequently do not understand the real danger of fire and attempt to store such items as accounts receivable and accounts payable records in uninsulated money safes, not realizing that the heat created by an office fire can be transferred to the safe's interior, destroying the contents. In short, a safe can provide adequate protection only when it is used for the purpose for which it was designed.

Because of the increased use of safes in commercial and industrial operations, and the fact that both types of safes may be needed in a given business, it is important that you fully understand the features and limitations of fire and money safes.

The Fire Safe

As referenced, fire resistant safes are normally made with hollow walls or relatively thin steel, filled with varying amounts of insulation. Because of this fact, they can be easily broken open with a burglar's heavy tool or with a fireman's ax. Thus, it is apparent that businessmen should not store valuables that are easily converted into cash or cash itself in a fire safe. Various important papers such as tax records, bookkeeping logs and accounts, insurance policies, and other types of valuables related to ongoing operations should however, be stored in such a safe.

The type and amount of insulation used in a fire safe generally determines the degree of protection afforded its contents. For example, paper products are destroyed when exposed to temperatures in excess of 350°F. Temperatures well above 350°F are quite common during a fire. Thus, most fire safes are designed to keep the interiors well below this critical level. In short, the objective of the fire safe is to insure that after a fire its contents will still be "usable". Interestingly, the concept of "usable" documents is important. A document is considered usable only if "...after a fire it can withstand ordinary handling without breaking and if marks on the paper can be deciphered by ordinary means."^{1/}

For many years there were no standards by which a consumer could determine if a safe would actually protect his records against fire damage. In 1917, the Underwriters Laboratory, Inc. published the first standards. Since that time, businessmen have

^{1/} Healy, Design for Security, p. 178.

learned to depend on the "UL" ratings that are assigned to each container offered for sale. Understandably, the varying nature of the equipment sold has resulted in the development of a variety of classes or standards which have been determined by the Underwriters Laboratories.^{2/}

There are four levels of "UL" labels that can be applied to insulated fire and resistant equipment. These are: 4 hour 350 Label; 2 hour 350 Label; 1 hour 350 Label; and 1 hour 350 Filing Device Label.

The highest rating, or best label, that can be earned by a record safe is the 4 hour 350 label. In order to qualify for a 4 hour 350 label, a safe must pass three rigid tests: the fire exposure test; the drop and impact test; and the explosion hazard test. If a specimen safe does not pass all three of these tests, that is if it fails any one of them, it cannot bear the 4 hour 350 label.

The fire exposure test consists of placing a specimen safe into a testing furnace, in which the heat is gradually raised to 2000 degrees fahrenheit. The safe is kept in the furnace for a period of four hours. This does not mean that the safe is tested for four hours at 2000 degrees, (a common misunderstanding). Actually, the safe is tested for four hours with temperatures reaching 2000 degrees. At the end of the four hour period, the heat is shut off and the safe is kept in the hot furnace to soak up heat until the entire mass cools off. This additional test of "soaking up" heat simulates a safe lying in the intense heat of fire debris.

Measuring devices are used to make sure that the inside temperature of the safe does not exceed 350 degrees at any time during the test. When the safe is cooled and opened, the contents, consisting of specimen papers and records, must be completely legible.

The drop and impact test, and the explosion hazard test, are generally combined. Another specimen safe is placed in a preheated furnace with the temperature at 2000 degrees and the safe is kept there for 30 minutes. If dangerous gases accumulate during this test, the safe will explode and the contents will be destroyed.

^{2/} Charles F. Hemphill, Jr., Security for Business and Industry, p. 181.

If no explosion occurs, the safe is allowed to remain in the furnace while the temperature is reduced to 1550 degrees. At this point, the temperature again is raised to 1700 degrees and the safe is kept in the furnace for 30 minutes.

At the end of this one hour period, the safe is removed from the furnace while red hot and dropped from 30 feet up. The safe then is placed back into the furnace, upside down, and reheated for one hour with temperatures reaching 1700 degrees.

At the end of the second one hour heat test period, the heat is shut off and the safe is allowed to cool to normal temperature. Here again, in order to pass this test, the specimen records and papers within the sample safe must be legible.

There is still another test that a specimen safe must pass to qualify for the "UL" label. This test has to do with the construction of the safe and its ability to withstand attacks by burglars.

Record Safe Classifications

<u>LABEL</u>	<u>TEMPERATURE</u>	<u>TIME</u>	<u>IMPACT</u>
4 hour	2000 ^o F	4 hrs.	Yes
2 hour	1850 ^o F	2 hrs.	Yes
1 hour	1700 ^o F	1 hr.	Yes
Filing device	1700 ^o F	1 hr.	No

Another characteristic of fire safes concerns their "re-usability". Specifically, good fire protection cannot be provided by a "second hand" fire safe. As noted by one authority:^{1/}

...fire safes often make use of inflating materials that consist of gypsum, plaster or other hydrous compounds. When exposed to fire, this inflating materials is converted to steam which cuts down the destructive qualities of the fire. Once the safe has

^{1/} Hemphill, Security for Business and Industry, p. 221.

been exposed to a serious fire, the insulating materials may no longer have the chemical content needed to produce the barrier of steam that insulates the inner chamber. It may, therefore, be poor economy to utilize a second-hand fire safe. The Underwriters Laboratory label on a new fire safe is the businessman's only guarantee of ability to withstand fire damage.

The Money Safe

As referenced above, the key feature of a money safe is its resistance to burglary or robbery. Burglary restrictive safes are designed to withstand attacks by tools, torch, or explosives in proportion to their construction specifications. On the other hand, robbery restrictive equipment is designed to prevent thefts when there is no assault on the money safe itself. More specifically, this type of safe protects against thefts which are, for example, "...done quickly and the robber depends on surprise and fast get away. The thief has no time to force entry into the money safe." Money safes with key locks, lockers, and truck boxes with either key or combination locks fit this category.^{1/} Understandably, safes of this type are usually of a lighter construction with less costly locking equipment.

Most safes today have undergone stringent testing at the Underwriters Laboratory in Northbrook, Illinois. The Underwriters Laboratory label applied to these units indicates a classification of the units, and to an extent, its capabilities.

These labels mean that to qualify, for example, a chest with a TRTL 30 rating must have withstood an attack with burglary tools for a period of thirty minutes, an attack with a torch for thirty minutes, or an attack with tools and a torch for thirty minutes. Thirty minutes doesn't seem like an unusually long time for a qualified test, but bear in mind that the experts in the "UL" testing laboratories are highly qualified and skilled technicians who have at their disposal the latest burglar tools and equipment, as well as blueprints of the safe to help them along. In addition to this, they are working in their own laboratory without fear or tension, at complete ease and composure, which is a complete turn around under which the burglar would be working.

^{1/} Healy, Design for Security, pp. 189-190.

You might say that under these conditions in a laboratory with highly skilled safe men performing the testing with the latest, most efficient tools and equipment being used, these thirty minutes would be like three or four hours in an actual on-premises burglary. A burglar's worst enemy is time, and he knows that the longer he remains at the scene of the job, the greater are his chances of getting caught. Consequently, his attacks are hit and run. If after an hour or two, he sees that he is not gaining on the safe being burglarized, the chances are that he will abandon this particular job before being discovered and getting caught. In short, a period of ten minutes of testing under ideal conditions in a laboratory are equivalent to one hour for a burglar on the premises. Judging from this you can understand more clearly what would be a seemingly short length of time in a laboratory, would take many hours in the field.

Money Safe Classifications

<u>LABEL</u>	<u>RESISTANCE</u>	<u>TIME</u>
TL15	Tool	15 min.
TL30	Tool	30 min.
TR30*	Tool or Torch	30 min.
TRTL30.	Tool or Torch	30 min.
TXTL 50 or TXTR60	Tool, Torch & Explosion	60 min.

* No longer manufactured.

TL15 or better money chests are finding their way into the consumer market with greater frequency. Supermarkets, gas stations, mill outlets, automobile sales agencies, theaters, motels, restaurants, etc. are only a few of the types of businesses that are now using TL15 chests. Any firm doing volume cash business requires this type of protection against hold-ups and burglary. The reason for this big shift to the money chest is, of course, insurance savings. The better the safe, the lower the risk and the lower rate of insurance. Insurance companies know the value of proper cash protection and they offer large insurance premium savings to those people who use TL15 chests.

In order to qualify for the "E" rate, a safe must be of round door construction, with door thickness of no less than 1-1/2 inch, and checked by a combination lock. The body

of the chest must be at least 1 inch thick solid steel. It is NOT required that the door of the chest be made of case hardened steel, nor that the body of the chest be case hardened. As a result many of the chests being produced today can be drilled very easily. Some of these chests can actually be opened more quickly and easily than an ordinary fire-resistive sheet metal safe equipped with a hard steel guard plate.

The National Bureau of Casualty Underwriters has defined specifications upon which the classes of safes, chests, or cabinets are based. According to these specifications, each container, "...must be equipped with at least one combination lock, except a safe or chest equipped with a key lock bearing the label "Underwriters Laboratory, Inc. inspected keyed lock Safe KL Burglary".^{1/} Drawing from this scheme the National Bureau of Casualty Underwriters has designated various classes of containers and rated them according to these established standards. The classes of containers together with the general requirements for each standard are presented below:^{2/}

Class B: This type of safe is generally a fire restrictive container with a body comprised of steel or iron, less than 1/2 inch thick and with a door of steel or iron less than 1/2 inch thick.

Class C: This class includes safes that have a body of steel at least 1/2 inch thick and a door of at least 1 inch thick.

Class E: Safes in this class must have bodies of at least 1 inch thick and doors at least 1-1/2 inches thick. In addition, if a safe with two doors, one in front of the other is to be classified in this category, each must be at least 1-1/2 inches thick and the body must be of 1-1/2 inches thick steel.

Class ER: TL15 Label - Same as F except 15 min.

Class F: These safes must be constructed to withstand burglary tools for 30 minutes. Safes that meet

^{1/} Hemphill, Security for Business and Industry, p. 194.

^{2/} Design for Security, pp. 194-199

this class standard will carry the Underwriters Laboratory Inc. label, "Tool Resisting Safe TL-30 Burglary".

Class H: This type of safe will not only withstand burglary tools, it will withstand torch attack for 30 minutes. Safes of this quality presently in production carry the Underwriters Laboratory Inc. label. "Torch and Tool Resisting Safe TRTL-30 Burglary".

Class I: This classification is also based on a torch tool resistant capacity. However, safes in this classification must be restrictive to these forces for 60 minutes. The safes which meet this standard are labeled by the Underwriters Laboratory Inc. as "Torch and Tool Resisting Safe TRTL-60 Burglary" or Underwriters Laboratory Inc. "Torch-Explosive and Tool Resisting Safe TXTL-60 Burglary".

Two types of burglary insurance are available: First, Mercantile Safe - 1 ss must be by forced entry in order to collect; Second, Broadform - not limited to only forceful entry into safe.

"UL" approved money safes fall into the following insurance classifications: TL-15 "ER", TL-30 "F", TRTL-30 "H" for Mercantile safes and "G" for Broadform insurance. "UL" approved money safes starting with TL-15 label "ER" insurance classification can earn up to 50% to 70% reduction on burglary insurance rates.

Contrary to popular belief, the fact that a square door safe is record safe and a round door safe is money safe, we find that all major manufactures of safes are now offering a rectangular door and a square door money safe. These safes have the same classification as the round door safe.

For example the Gary FS-FSM safe is a square door safe. This popular TL-30 has been designed to meet the cash handling protection needed for supermarkets and chain stores. The interior has been organized into four sections: storage space for 14 cash register trays, a manager depository locker, an armored car collector's compartment with dual key protection, and a rolled coin container on the safe door. This provides ideal burglary and holdup protection.

The body of this safe is fabricated from 1 inch carbon steel and all the joints are electrically welded. The door is 1-1/2 inches thick carbon steel with extra heavy hinges with ball bearings assuring a proper swing of the door. This door is locked by three 1 inch chrome plated bolts and a continuous locking bar on the hinge side. It also has a "UL" approved relocking device and is a Underwriters Group II million change key change lock. The safe has special "Maxalloy" drill resistive hard plate to protect lock and bolt workings.

As a crime prevention officer the important thing to remember about the location of a business safe is that "... almost all burglars will give a safe a wide berth if it is well lighted and clearly visible to any passing patrol".^{1/} When a safe cannot be placed in a location readily visible from the street, security experts indicate that an alternative is to conceal it in an out-of-the-way closet. This alternative may be dangerous, however, if the safe is ever seen by outsiders or the business is of such a size that employees may relate this fact to someone accidentally. In short, "...all in all, it is preferable to locate the safe where lighting and outside visibility are good".^{2/}

Another consideration that should be given to safes is their portability. If a burglar is unable to defeat a safe on the scene, he may attempt to transport it to another site that will offer more time and the opportunity to use more effective methods and tools. For this reason in your analysis of business sites, you should examine all safes to determine if they have wheels or casters. In cases where these attachments are found, their removal should be recommended. By removing anything that will make the safe mobile you will help the businessman avoid having his safe "kidnapped"^{3/} Another technique might involve securing a safe to a concrete floor when it is installed.

^{1/} Hemphill, Security for Business and Industry, p. 219.

^{2/} Ibid.

^{3/} Ibid.

However, it is unlikely that you will be in a position to make such a recommendation.

PROTECTING THE COMBINATION

Another important element in safe security is the protection of the combination. Although seemingly obvious, the need to take steps to protect the combination is frequently overlooked.

In fact, you may already have come across instances where a burglar did not have to crack a safe because the combination was written out and left inside the desk of a nearby secretary or executive. To improve security, experts have maintained that, "...the combination should always be memorized where possible, with an emergency copy of the combination available in some locked area where it cannot be discovered by a dishonest employee".1/

A SECURITY CHECKLIST FOR SAFE PROTECTION

As part of their massive study on small business crimes, the Small Business Administration recommends a number of preventative measures that must be taken by all businessmen to protect their safes. These measures are as follows:2/

- The safe should be easily visible from outside the building;
- Lightweight safes should be secured to prevent removal;
- Cash on hand should be kept at a minimum by frequent banking;
- Combinations should never be left written where they can be found;
- A light should be kept burning over the safe at night; and,
- The safe should be locked securely when leaving the premises by turning the dial several times in the same direction.

1/ Hemphill, Security for Business and Industry, p. 219.

2/ Small Business Administration, Crimes Against Business, pp. 240-241.

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ELECTRONIC DEVICES AND SECURITY

ELECTRONIC DEVICES AND SECURITY

Discussion Outline

- I. Introduction To Intrusion Detection Systems
 - A. Three Fundamental Parts
 - B. Sensors or Detectors
 - C. Control Unit
 - D. Annunciation System
 - E. The Total System

- II. Protective Circuitry
 - A. Ohm's Law
 - B. Basic Circuitry
 - C. Normally Open Circuit
 - D. Normally Closed Circuit
 - E. Combined Circuitry
 - F. Common Problems in Circuitry

- III. Controls
 - A. Basic Local Control
 - B. Remote Signaling Devices: Direct Connect & Multiplexing

- IV. Intrusion Sensing Devices
 - A. Photoelectric
 - B. Ultrasonic
 - C. Microwave
 - D. Infrared
 - E. Capacitance

- V. False Alarms: A Problem for Law Enforcement Agencies
 - A. User Error or Negligence
 - B. Poor Installation and Defective Equipment
 - C. Improper Use of Alarm Systems
 - D. Alarm Ordinances

ELECTRONIC DEVICES AND SECURITY a/

I. INTRODUCTION TO INTRUSION DETECTION SYSTEMS 1/

The objective of this section is to introduce you to the fundamental parts of an alarm system and some of the basic terminology that is associated with intrusion detection systems. This will give you the foundation for understanding various alarm and intrusion detection systems.

Always remember that the key to a reliable alarm system is PROPER APPLICATION of the equipment.

It initially seems contradictory to teach burglar alarms in a crime prevention course since the very name itself implies that burglaries or attempted burglaries have not been prevented. However, if you look back at the definition used in this course for crime prevention, you notice after the anticipation, recognition and appraisal of a crime risk, some action must be initiated to remove or reduce that risk. Intrusion detection systems are one of the tools available for reducing crime risks. The alarm system can definitely act as a strong psychological deterrent to the potential burglar. The burglar, as we all know, prefers to work in secrecy. If he knows that he will be detected by an alarm system upon his entry into a protected area, he realizes the chance for his apprehension is greatly increased. Therefore, as the risk of detection and apprehension goes up for the burglar, the risk of victimization and loss goes down for the homeowner or businessman.

As crime prevention experts, you must have a comprehensive understanding of all the tools in the crime prevention arsenal if you are to be effective. For example, later in this course, the subject of Security Surveys will be presented to you. You, as crime prevention officers will be required to conduct such surveys and in that function, one of the fundamental parts of the survey will be the evaluation of the effectiveness of the existing alarm system being used at that particular survey site. If there is no alarm system at the survey site, you will need to make recommendations regarding the installation of an effective and reliable alarm system.

a/Revised in part by Sgt. Ed Agan, El Paso Police Department, Crime Prevention Unit, El Paso, Texas, Dec. 1975.

1/Adapted by Koepsell-Girard and Associates from information developed and provided by Carl Kellem, Electronic Engineer, National Crime Prevention Institute, Louisville, Kentucky.

One of the first recorded experiences with an intrusion detection system was in 390 B.C. in the Roman Empire. A capitol city in one of the outlying provinces of the empire was situated on the top of a hill and a flock of geese were maintained to keep the grass and insects down as well as clean up the garbage on the hillside. It happened that the Gauls decided to launch a sneak attack one night under the cover of darkness in hopes of capturing the city before the Romans could realize what was happening. Now the geese, having extremely sensitive ears, heard the Gauls approaching and began squawking so loudly that it "alarmed" the Romans and gave them ample time to muster their soldiers, organize a defense and successfully repel the attack and save their city.

A. Three Fundamental Parts of Any Alarm System.

The story of the geese has a clear bearing and relation to modern Intrusion Detection Systems in that both are comprised of three fundamental parts:

- the sensors or detectors (the eyes of the geese);
- the control unit (the brain); and,
- the annunciator or reporting device (the squawking).

B. Sensors or Detectors.

First, the sensors or detectors are exactly what the name implies. They sense or detect the intrusion into a protected area and they do this by imitating, either mechanically or electrically, one of the human senses as follows:

- Touch or Feeling. This focuses on the sensing of position through the use of a magnetic switch, spring switch, micro switch, mercury switch, pressure sensitive pads and mats, metal contact foil (tape), wire lacing or grids, trip wires or any other sensor that responds to stress, inertia or vibration.
- Hearing. This includes: ultrasonic (doppler) and sound systems.

- Sight. The use of this concept in sensing devices is exemplified by photoelectric beams, light intensity changes, micro wave dopplers, closed circuit television systems and capacitive type sensors.

Some alarm systems are named for their type sensor, i.e.; ultrasonic alarm system. This is very misleading since a complete alarm system usually consists of several different types of sensors in combination, all having different capabilities and the complete system includes the other two fundamental parts.

C. Control Unit

The second fundamental part of an alarm system is the Control Unit. This part of the system acts as the brain, receiving, transmitting and interpreting messages. The control provides the interface between the human operator and the mechanical/electrical system. It may provide for all or some of the following items:

- power supplies
- secured or access control of the premises
- sensitivity adjustments
- time delay circuits
- anti-tamper devices
- sensor control circuitry
- alarm signal transmission to a remote receiving station

Control units are varied according to their requirements and the job that they are to perform. Since the control unit supervises the power supply, the on/off switch for the entire system is usually located in the control and is usually key operated to prevent unauthorized persons from turning the system on or off. Many controls are also equipped with built in circuit test meters for the convenience of the user in checking the status of the protective circuit. A control can supervise one of several circuits at the same time as in the case of zoned alarms; burglar alarms; hold-up alarms and possibly a fire alarm all incorporated into the same control unit.

D. Annunciation System

The last of the three fundamental parts is the alarm device or annunciation system. There are basically two categories and here again, the complete alarm system is sometimes called by the kind of annunciation system that is used.

- Local: includes systems using bells; sirens, buzzers and/or strobe lights which are located at the building or protected site.
- Remote or Central Station: which is sometimes referred to as a "silent system" includes those systems that transmit the alarm signal to a remote monitoring station away from the protected premises or building.

Some people want to scare the would-be burglar away before he can complete his act of burglary. The LOCAL system is designed for this purpose. Still other people desire to apprehend the burglar in the act and for this purpose, the REMOTE system, which is silent at the protected premises, is best suited. There are still those people who see the benefit of combining the two types. In this case, the burglar will hopefully be frightened away at the sound of the bell or siren and at the same time, some authority in a remote location will be made aware of the alarm condition and can respond immediately to investigate and possibly apprehend the fleeing offender.

In all cases, it comes back to good risk management and deciding how much needs to be spent to protect that which is vulnerable.

E. The Total System

When the three fundamental parts of the alarm system are put together they form the complete or total system. If one of the parts is weak, the system will be weak. As in the case of the proverbial chain, the system is only as strong as its weakest link. Most hardware in the alarm industry today is good; the problems occur when we add another necessary link and that is the human factor; dealers; installers, operators and response.

Although these are the fundamental parts of a system, it is also necessary for you as crime prevention officer to understand how the various sensors are used in the system. In this, we have four basic applications for the security in depth concept:

- First, there is the perimeter protection which detects entry into a secured area or building by placing appropriate sensors on the perimeter.

Example: foil on glass doors and windows, magnetic contacts on perimeter doors, etc.

- Second, there are the space or volumetric sensors that detect the intruder if the perimeter has been successfully penetrated.

Example: ultrasonic motion detectors.

- Third, there are traps if both of the above have been avoided or defeated.

Example: magnetic contacts on inner doors, trip wires in hallways or on stairs.

- Fourth, there is the point defense of a very high value item. Hold-up alarms could also be considered under this application.

Example: capacitance sensors around a safe.

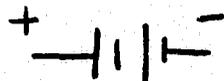
The understanding of the capabilities and limitations of each sensor/detector will serve you in making recommendations for what to use in the specific area for security in depth. Similarly, during survey work, your understanding of these concepts will enable you to make judgements concerning whether any or all of the area should be protected by an alarm. As an additional aid to assist you in understanding this information, the graphic on the following page has been developed which summarizes the above discussion. (page 7)

II. PROTECTIVE CIRCUITRY

To be an effective crime prevention officer you will need to know more than just the "basics" of intrusion detection systems. Thus, the following discussion is designed to familiarize you with the types of protective circuits commonly used in Intrusion Detection Systems, some problems in their installation and some of their weak characteristics.

In order to make this subject understandable to you it is necessary to start with an introduction into basic electricity. A simple analogy of water is used below to make the discussion easier to follow and relate to. Although we are talking in terms of electricity, DON'T worry about electrical shock in an alarm circuit. Alarm systems use very low voltage (usually around 6 volts) and the hazard of shock is very remote. The only time this hazard might exist is in those cases where 110 volts comes into the control box prior to being stepped down to the low levels used in the system. Before going any further, a few definitions and symbols are necessary. These include:

- Voltage: the force that pushes the electricity through a wire much the same as pressure pushes water through a pipe.
- Current: the amount of electricity flowing through a wire and can be compared to the amount of water that is flowing through a pipe. The electricity would be measured in amps and the water would be measured in gallons.
- Resistance: is something that slows the flow of electricity much the same as a valve or faucet can slow the flow of water.

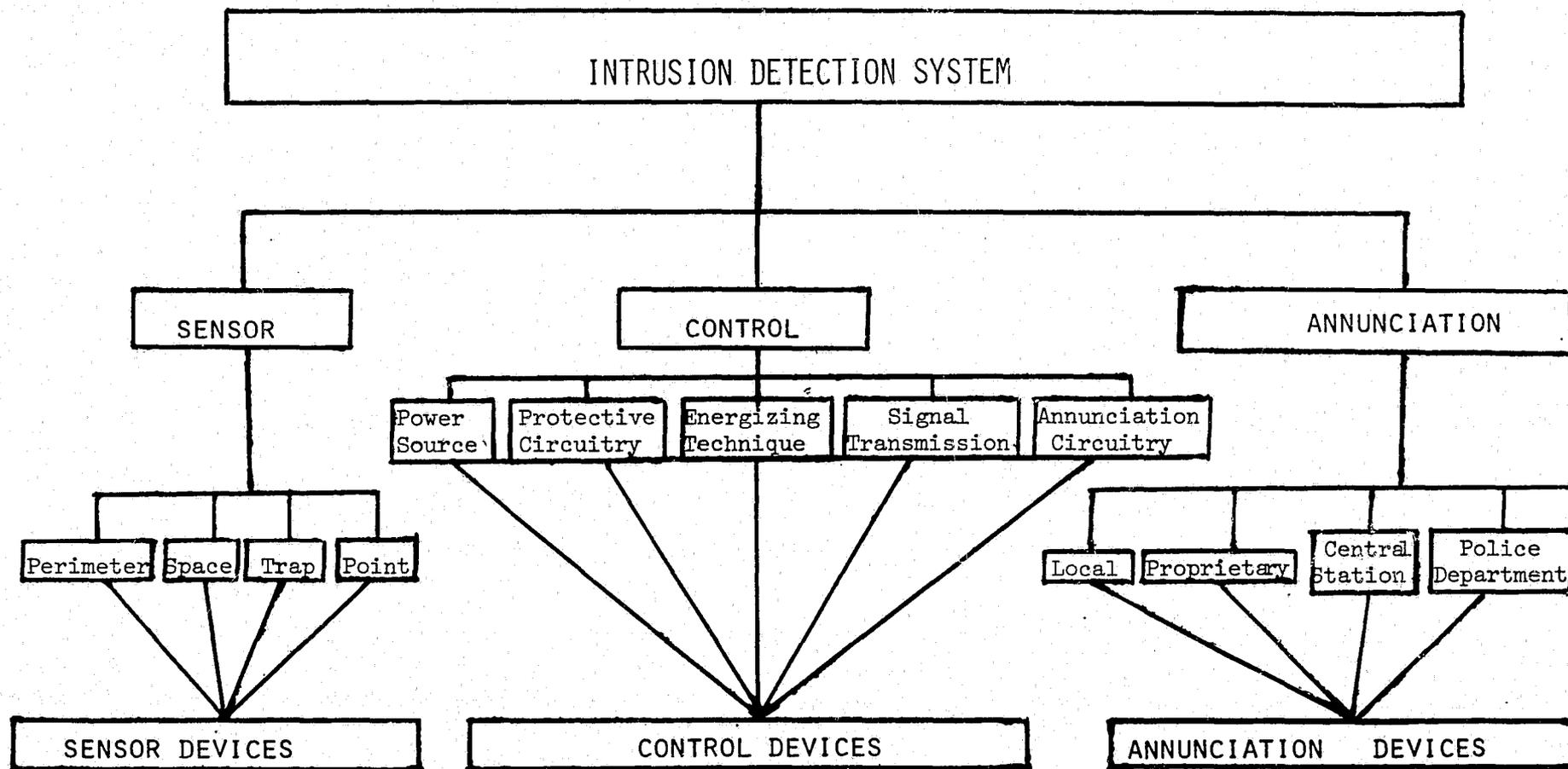


- Battery - provides the voltage
(or pressure)



- Resistor - slows the flow of
electricity.

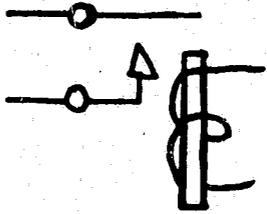
a/Adapted by Koepsell-Girard Associates from information developed and provided by Carl Kellem, Electronics Engineer, National Crime Prevention Institute.



7



Switch - the end points of a resistor either none or infinite



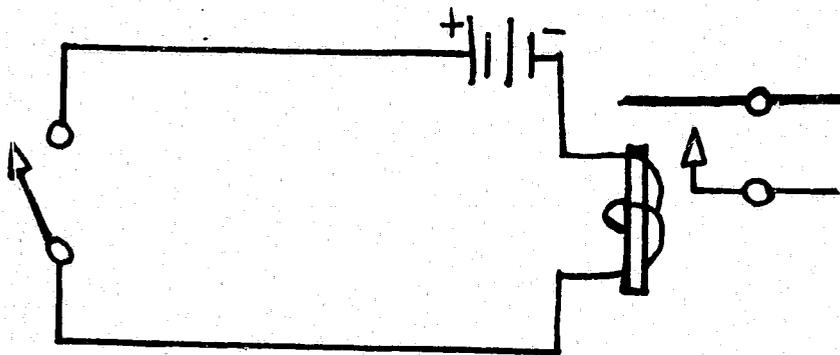
Relay - an electrically operated switch

Ohm's Law

Now, if you've ever played with a water hose, you will easily recognize the relationship between these three quantities. In electricity this relationship is called Ohm's law and it is stated: the voltage is equal to the current times the resistance. In the water analogy if the pressure in the water hose stays the same, as we open the nozzle (reduce the resistance) more water will flow. As the faucet is turned off, or the pressure reduced in the hose, less water flows even though the resistance, or the nozzle, stays the same. Ohm's law is expressed mathematically as $V=IR$ in writing.

Basic Circuitry

Now that you are familiar with some of the important definitions and symbols of electricity it is time to consider how a few of these components are put together to form a protective circuit. First, remember a voltage source must exist. Normally it is a dry cell battery. Adding a switch to represent the sensor and a relay to initiate the logic process in the control unit, a basic protective circuit results as shown in the drawing.

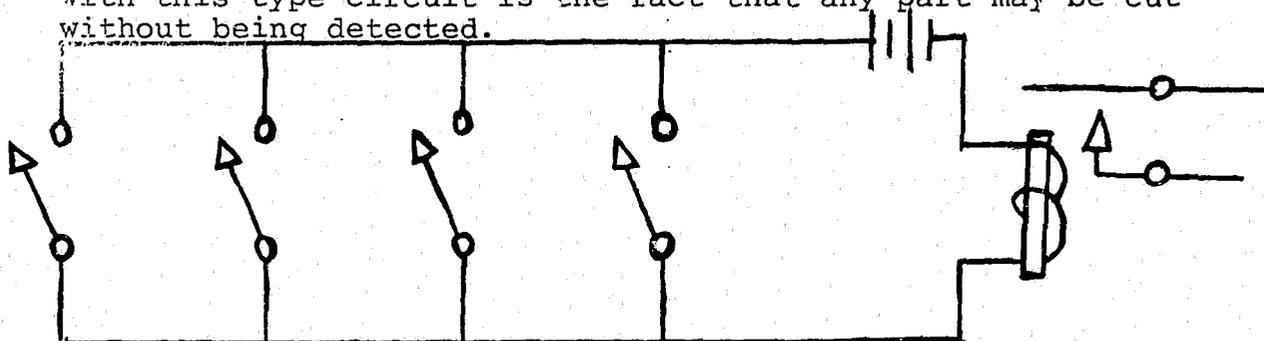


BASIC CIRCUIT

If the switch is closed, current flows, the relay is energized, and other control functions are processed, i.e. delays, on-off functions, alarm signal transmission. Very few protective circuits contain only one sensor; therefore, provisions for others must be made.

Normally Open Circuit

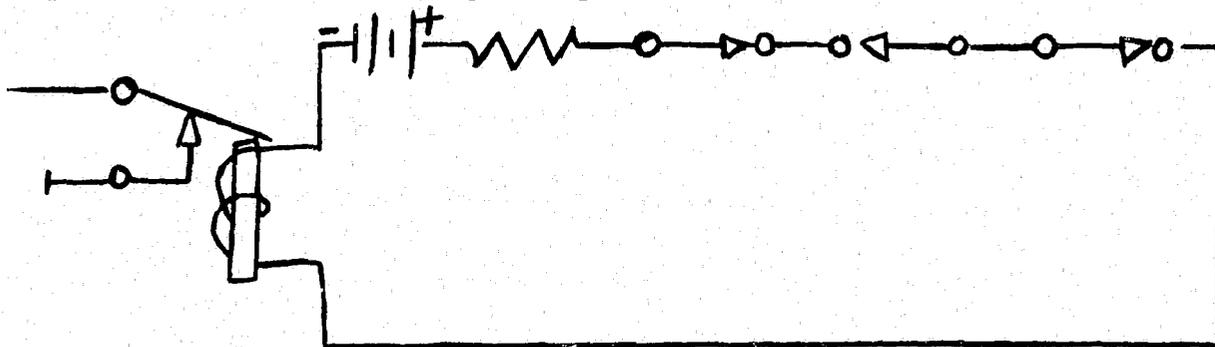
The switch in the above example had to be closed to activate the alarm, so it is called a Normally Open Circuit (see drawing which follows). To add other Normally Open (NO) type sensors the ends of each must be attached to the same wire as the first or in electrical terminology--in parallel. The big problem with this type circuit is the fact that any part may be cut without being detected.



NORMALLY OPEN CIRCUIT

Normally Closed Circuit

Going back to the basic circuit, if the sensor switch is closed and the relay kept energized which will allow the alarm to be signaled when the circuit is opened, then the problem noted above is solved. Moreover, the battery will go dead rather fast because there is very little resistance to the flow of the current. In short, by adding a resistor to the basic circuit, a Normally Closed Circuit is formed as depicted in the following example.



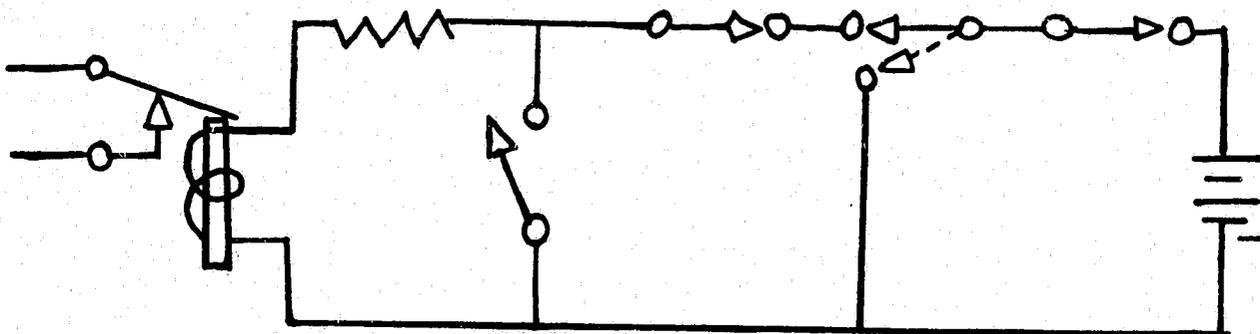
NORMALLY CLOSED CIRCUIT

If additional sensors/detectors are to be added to the Normally Closed (NC) Protective Circuit, they must be inserted in such a way that opening any one will stop the current flow. In electrical terms this is called a series type circuit, which is said to be supervised since cutting the wires will cause an alarm.

The basic weakness in this system is the fact that the sensors may be shorted across without initiating the alarm. In fact, this is exactly what a shunt lock does to permit access without activating the alarm.

Combined Circuit

To overcome the problem referenced above, the two circuits are combined. Thus, by adding another contact to the sensor switches, a system that can neither be cut nor shorted with complete success is formed (see illustration which follows).



COMBINED N.O. AND N.C. CIRCUIT

You will recall that in the NO circuit before, the relay was not energized but the NC circuit was. In the combined circuit, this process is reversed; that is, the functioning of the NO circuit relay is reversed by drawing the current away from the relay when the NO switch is closed. The switch offers no resistance to the current while the relay does and, therefore, the relay is deactivated. For this system to work, the NO switches must be placed in parallel between the battery and the relay.

Most circuits have end-of-the-line batteries remote from the control box, but some have both protective circuit and bell batteries in the control box. Normally Open Circuits without the supervision of the current flowing through the relay are very rare.

Common Problems in Circuitry

Some of the more common problems with any circuit that you will come in contact with and should know about as a crime prevention officer are described below:

- Broken Foil: This occurs mostly after the foil becomes loose on the glass and is then torn by rubbing against it. A periodic inspection could reveal air bubbles under the foil or loose areas. Depending on the service contract the company will probably fix the loose foil, but if the owner of the premises breaks it he'll probably pay. Many times owners try to repair it themselves with aluminium foil or just plastic tape rather than pay a service charge. They normally have it fixed after the first false alarm.
- Batteries: These are normally replaced on periodic schedules even though the failure rate depends on a lot of factors such as age at installation and environmental conditions of usage point.
- Bad Contacts: Bad contacts are often caused by corroded leaf spring or switch points.
- Loose Wires: Movement may cause loosened screws and rub off insulation.
- Buildings: The condition of the building may be too run down to give a good base for circuitry and sensors.
- Accessibility: Circuitry may be easily accessible and, therefore, invite tampering by employees, children, or criminals.

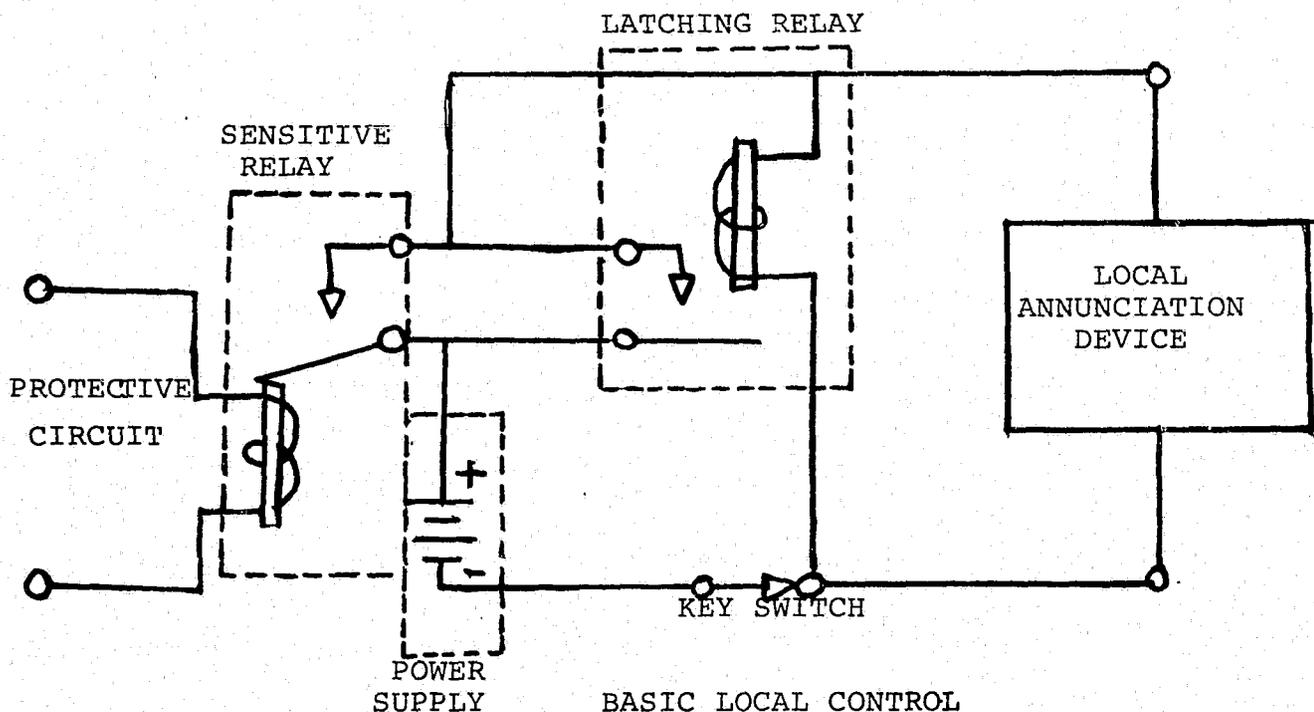
III. CONTROLS: ANNUNCIATION SIGNAL TRANSMISSION AND CIRCUITRY

Basic Local Control

The following discussion goes into more detail concerning the control function to equip you to identify the various means of processing a signal from the protective circuit to the annunciation function. To adequately explain the means of signal transmission it is important to understand the annunciation function. To develop such an understanding, the signal transmission and circuitry for a local system is discussed first. The key to this circuit is an additional relay called the latching relay. This relay prevents the termination of the annunciation signal after the protective circuit is restored, or it latches the signal in the "on" position. The power supply for the annunciation signal is normally separate from that of the protective circuit due to power requirements and other considerations.

The circuitry from the control to the annunciation usually has a protective circuit adjacent to it so that tampering with the wiring or annunciation device will cause an alarm.

The major disadvantage of this type system is that it is dependent on someone in the immediate vicinity to respond. Thus, it can provide a source of irritation to the community.



REMOTE ALARM TRANSMISSION CIRCUITS

Alarm transmission circuits are used for remote signalling in a silent alarm system. Nearly all transmitted alarm signals utilize telephone lines, either leased lines used exclusively for an alarm signal or in some cases, the existing telephone line may be used. The various methods of transmitting the alarm signal from the subscriber's premises to a central alarm station, police station or other selected place, are briefly described in the following paragraphs.

A. Direct Connect. In the direct connect there is a pair of wires from each premise to the remote signal location. Normally, leased telephone lines are used for the transmission lines. Line supervision is usually employed, which merely means that an alarm will be initiated should there be deliberate line cutting or tampering. More sophisticated systems are able to determine whether the received signal is a valid alarm or a fault in the telephone line. An alarm condition can be indicated by a light and buzzer or by a meter and a buzzer. If a module with a light is used, one color of light will indicate an alarm condition while another color of light will indicate line trouble. If a meter is used, the amount of deflection will give an indication of alarm or trouble. Recent developments have brought about more sophisticated computer consoles which use digital readouts and tape printers in place of meters and lights.

B. Multiplexing. Direct connect techniques are sometimes too costly from the standpoint of obtaining wire (leased from the telephone company). Thus, connecting several premises onto one pair of wires is highly desirable from an economic viewpoint. A small loss of security is encountered through this method, however, since a wire failure will cause uncertainty to exist as to the security of several premises instead of the one in the direct connect. This technique is called multiplexing. Basically, it involves the sharing of available frequencies or time; i.e. time division multiplexing or frequency multiplexing. The frequency multiplex is putting the intelligence to be transmitted on various carrier frequencies on the same transmission channel. An example is a common AM radio. All the various stations are transmitting the intelligence (music, news, etc.) via the transmission channel (radio waves) at different frequencies (numbers on the radio dial).

Frequency multiplexing is not as commonly used in the hard wire systems as is time sharing multiplexing. The best example of this is a party line for telephones, i.e. if one party is using the phone at a particular time, the other parties must wait

for another time. The simplest time shared and most common of all remote transmission is attached at the local annunciation circuitry and when energized, a motor turns a gear which operates a mechanism much like a telegraph key. By removing various teeth from the gear, a code is generated to identify the transmitter location to the remote station. This method is commonly referred to as a McCulloch transmitter.

C. Dialers. All of the techniques discussed above were based on the range of dedicated voice grade hard wire. The use of nondedicated voice grade communication is reviewed in the following paragraphs. This approach is based primarily on normal telephone switching equipment manipulated by a machine connected to the local annunciation circuit. The most common types are tape dialers. These machines are basically playback type recorders that have pre-recorded messages that are used to dial pre-determined numbers and deliver the voice messages.

Units may be obtained with line seizure devices and line monitoring devices which sound a local alarm if the telephone wires are cut. Although the majority of these devices are very reliable they have obtained a bad reputation by a few unreliable manufacturers and many unreliable installers. They transmit information in one direction only and are completely ignorant as to what or to whom they send the information.

The other dialer equipment which is generally quite reliable and reasonably priced is the digital dialer. This machine is connected in the same manner as the tape dialer but does not use a tape recorder; rather, the information is generated by electronic means for dialing and signalling. The number dialed must have a receiving unit to decode the information and send the acknowledgement information, or establish a two-way communication. In most digital equipment, the dialer (transmitter) will not transmit its message until the receiver acknowledges that it is ready to receive the message. Some dialing equipment, tape and digital, has the ability to monitor the sound of the premises after dialing.

D. Radio Waves. Another category uses no wires but relies on radio waves as the transmission technique. Here again the signalling device is activated by the same circuitry as the local annunciation device. The signalling device is a radio transmitter with the more powerful and complex units using coded signals for increased range and capabilities.

As a crime prevention officer, it will not be your duty to give price estimates. Your only obligation is to become knowledgeable in equipment application so that you can make recommendations. Also remember that if your recommendation goes beyond economic feasibility, records show that all recommendations will be ignored. On the other hand, if you make too few recommendations, you may be remiss in your duty.

It is recommended that you maintain open lines of communication with various, reputable and licensed alarm companies in your area so that you can keep abreast of new innovations and advancing technology in the alarm industry. Additionally, it would be worth the investment to subscribe to one or two of the periodicals that deal with the alarm and security product industry. Two recommended books in this area are SDM and Security World, monthly publications which will keep you aware of new happenings in the alarm field. Both magazines are published by SDM or Security World, 2639 S. La Cienega Blvd., Los Angeles, California 90034. Cost is \$15.00 for a one year subscription to either magazine.

IV. INTRUSION SENSING DEVICES

Reviewed in this section are some of the more commonly used detection systems. A brief discussion of principles of operation is included to provide you with a general knowledge of how these various systems function. Each of these systems, though referred to by the name of the principle they operate on, are just simply detectors, just as surely as a magnetic switch is a detector. These systems may be used in conjunction with one another, or, by themselves they may comprise the entire alarm system.

A. Photoelectric. Also referred to as electric eye or active infrared. This system relies on a light beam which is projected between two points. If the path of this beam is broken an alarm will be sounded. The light source normally is an invisible infrared beam and is generated from a transmitter and sent to a receiver. Beams can be reflected by mirrors to provide around the corner protection. Both the receiver and transmitter can be located in one unit with a reflector used

at the distant end to reflect the transmitted beam back to the receiver position. Some systems have built in delays designed to reduce false alarm signals caused by small insects or a falling object breaking the beam. The light beam generated is pencil thin and can be used at distances from the width of a doorway up to several hundred feet. The beam does diverge slightly as the distance it travels increases.

B. Ultrasonic. The ultrasonic detector utilizes inaudible sound waves to saturate an area that is being protected. These sound waves are contained within the space protected and upon movement within this area an alarm is sounded. Sound waves are radiated from a transmitter (transducer) and these waves will bounce off objects in the area and be reflected back to a receiver. If all objects are stationary, the frequency of the return echoes are exactly equal to that from the source. However, if an object is moving, the returning frequency echo will be different. The transmitter and received sound waves are compared and if a difference exists an alarm is initiated. This principle of operation is known as the doppler shift or doppler effect.

Ultrasonic motion detectors can be affected by conditions within the protected area other than a moving body. Forced air from an air duct, if directed in the pattern area, can cause an alarm. Escaping steam, air blowing in through cracks around windows, ringing bells (telephones, ect.) and some external sounds can also give an alarm indication.

C. Microwave. Similar in operation to the ultrasonic detector, but the utilized frequencies are much higher. Microwaves will penetrate walls, floors and ceilings with the extent of penetration depending upon the construction of the surface. Concrete walls will effectively attenuate microwaves but the short wave lengths can penetrate glass and some kinds of walls and doors. Because of this penetration characteristic proper positioning must be insured in order that a moving object outside the area protected does not give an alarm. Noises and air

turbulence do not affect microwave detectors and this will eliminate false alarms from a short wide teardrop for a large room, to a long thin teardrop shape for long hallway use, can be selected through proper antennae selection.

D. Infrared. (Thermal Sensor). Operates on the basis that all objects radiate infrared energy in varying amounts. The infrared sensor mounted on the wall "looks" out into an area and "sees" a moving body. As a moving body passes through the protected area the infrared energy it radiates impinges on the sensor and creates a current pulse which will give an alarm. Heated air has little or no effect on the sensor. Range under ideal conditions is approximately 50 feet.

E. Capacitance. (Also referred to as Proximity Alarm). Provides protection of ungrounded metal objects such as safes and filing cabinets. Operates on the electrical properties of a capacitor. The protected object is part of an electrical capacitor system, one half is the protected object and the other half is the ground in a tuned electrical circuit. If an intruder comes close, (range can vary from an inch to a couple of feet) to the objects the circuit is altered and causes an alarm. For those who don't understand capacitor properties, you can perhaps obtain a better idea of this principle by noticing the change in a television's reception when you come close to or touch the "rabbit ears" antennae. What you're actually doing in that situation is changing the capacitance. It is this same principle that operates a capacitance alarm.

V. FALSE ALARMS: A PROBLEM FOR LAW ENFORCEMENT AGENCIES

A. User Error or Negligence

By in large, when police officers think of alarm systems the foremost thought in their minds is the serious problem of "false alarms". It is only natural that police officials relate to this problem since the majority of alarms received by law enforcement agencies are in fact false and it causes a drain on manpower and resources.

At least three factors substantially contribute to this problem. These include: (1) user error or negligence; (2) poor installation or defective equipment; and, (3) the use of the alarm system for purposes other than it was intended. By far, the greater percentage of the false alarms received by a law enforcement agency is caused by user error or negligence. Resulting false activation is commonly caused by users who fail to lock windows and doors before, or enter secured areas after their alarm system has been turned on. Another related cause of false alarm activation is attributed to the user who is simply "testing" to see how quickly the police respond to his emergency signal.

B. Poor Installation and Defective Equipment

The second factor, poor installation and defective equipment, covers a wide range of problems. These problems have, however, been well defined by a number of security experts, and a number of states, including Texas have enacted regulatory agencies under which private security companies and burglar alarm companies are required to be licensed. While this is a step in the right direction toward regulating quality in equipment and installation for vendors who install their own equipment, whether on an outright sale or on a lease arrangement, it does not solve the problem in the field of the "do-it-yourselfer" who buys his alarm equipment at the department store or electronic shop. The only way to have any influence over the false alarm rate among the "do-it-yourself" type individual is through the enactment of local ordinances controlling alarm systems and their installation. Alarm ordinances will be discussed later in this section.

C. Improper Use of Alarm Systems

The improper use of alarm systems is the third factor to be considered in this discussion. Traditionally, banking

establishments have used alarm systems to signal that a robbery is in progress. The system is usually activated by a manually activated button or foot peddle located at the teller's stations. As the result of the increase in property crimes in the last decade, more and more business establishments are installing this type of manually operated alarm; i. e. liquor stores, grocery stores, restaurants, bars and so on. Unfortunately, along with the increased use of these devices by non-banking institutions has come the increased reliance on these alarms as a means of "calling the police". That is, rather than using the standard method of summoning the police (i. e., telephone), businessmen are increasingly turning to their alarms to report such incidences as shoplifting, a suspicious person, etc. Although in this type of circumstance, the businessman receives quick response from the police, it is bad from several other standpoints. It is not a priority call but the police are unaware of this at the time and usually send more units than is necessary. This causes an unnecessary drain on police manpower and takes officers away from areas within the jurisdiction where they might be needed. More frightening than that is the idea of high speed response which endangers the lives of the responding officers as well as innocent citizens in their path.

D. Alarm Ordinances

In many cities across the nation, ordinances have been passed to help alleviate the problem of false alarms. These ordinances are approached and drafted in as many different ways as there are cities enacting them. Some cities are using guidelines set forth by the independent agency called Underwriters Laboratories. Other cities pattern their ordinances after already existing ordinances in other parts of the country but many are finding difficulty because they have no experience in the field of strict police regulation over private security in the alarm field. There is the added question of legality in some jurisdictions.

In discussing alarm ordinances, the City of Denver is nearly always used as an example. They have an automatic \$50.00 fine for any false robbery alarm. Denver used a committee approach to the formulation of their ordinance. In Denver the situation was somewhat different in that they had had a pre-existing service charge, not inacted by ordinance,

for several years prior to their ordinance. Therefore, their banks and business segment of the community had already accepted the possibility of a fine for false robbery alarms. Committees, including representatives of the alarm industry and their attorneys met and formulated the Denver ordinance, which is in effect at this time.

Many of the cities which have enacted ordinances require annual permits to be obtained in order to operate an alarm which elicits police response. The permit will stipulate that after a certain number of false alarms are received from this premise within a permit year, the permit may be revoked. Also included in many of these ordinances is the notice that no tape dialer type of alarms may be programmed to dial the police emergency phone number. Some of the more notable alarm ordinances in effect are in Pasadena and San Jose, California, Seattle, Washington, and Multnomah County, Oregon.

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Koepsell-Girard and Associates

INTRODUCTION TO LOCK TERMINOLOGY AND
MECHANICAL SECURITY

INTRODUCTION TO LOCK TERMINOLOGY AND MECHANICAL SECURITY

A SHORT HISTORY

Man's first "lock" may have been nothing more than a large rock rolled against the mouth of his cave to keep out prowling animals. As civilization developed, however, a variety of means were devised to provide security. One common method was a beam fixed across a door and frame to prevent the door from being pushed open. Several references to other devices are found in myths coming from China and the Near East as well as in numerous passages in the Bible and in Homer.^{1/} Archeologists have also found examples of early pin tumbler locks in Egyptian stone carvings dating back more than 4,000 years.^{2/} Among the other early civilizations, the Greeks were first credited with the use of slide bolts and bars and the Romans were the first to use metal locks.

Egyptian pin tumbler locks were probably the first designed to allow doors to be unlocked from the outside. These locks were wooden and used wooden keys that operated the primitive tumbler mechanism. The keys had pegs on one side which were placed to correspond with the tumblers. The basic principle of this lock was that "... when inserted in a slot and lifted, the key raised the tumblers flush with the top of the bolt so that the bolt was then freed."^{3/} The modern pin tumbler lock is said to be the modern successor of this early design.

Slide bolt and bar mechanisms credited to the early Greeks were secured by threading a rope through a hole in a door and tying an elaborate knot in the rope. Although cumbersome, this technique discouraged surreptitious entry because only the owner was aware of the design of the knot and so could detect unauthorized entry if the knot had been disturbed. The Greeks also employed locks that used keys. This system was a lock and bar arrangement where a large bar or bolt was fastened on the inside of the door. To open the door, the Greeks fashioned a key shaped like a "sickle" that was inserted through holes in the door. When turned, the tip of this key device would lift up the bar or bolt. The disadvantage of this system was that the keys ranged as much as three feet in length and were, therefore, somewhat inconvenient to carry. In fact, they were commonly carried over the shoulder or hung over the arm.

^{1/} Richard J. Healy, Design for Security (New York: John Wiley and Sons, Inc., 1968), pp. 230-231.

^{2/} Charles F. Hemphill, Jr., Security for Business and Industry (Homewood, Illinois: Dow Jones-Irwin, Inc., 1971), p. 31.

^{3/} Healy, Design for Security, p. 231.

The early metal locks used by the Romans were traditionally made of iron and, thus, were subject to disintegration over the years. Interestingly, however, the keys were made of bronze, with some surviving to this day. "From the keys we have learned that these were the first locks to utilize wards or obstacles in the keyholes to allow only a correctly shaped key to move the bolt in the lock."^{1/} The Romans are also credited with having a great deal to do with the development of portable locks or padlocks.

During the Middle Ages, locks began to assume the appearance of art, as their design and decoration became increasingly intricate. It was during this same period that improvements began appearing in lock mechanisms, such as the addition of multiple key holes and other devices that discouraged tampering. One of the unique variations to discourage thieves was the "provision for a pistol to fire at anyone tampering with a lock or an arrangement for vicious animals in adjoining cages to be released if the lock was tampered with by an unauthorized person."^{2/} Unfortunately, no major changes in lock design occurred during this period.

It was not until the 18th Century that real improvements were made in the technical operation of locks. At that time, lever tumbler locks of basically sound construction developed. These improvements continued slowly, however, until the 19th Century when public demand produced major breakthroughs. The man who revolutionized the lock industry at this time and a person who has come to be known as one of the fathers of locks, was Linus Yale. In 1861, he invented the modern pin tumbler lock. This device had three major advantages over other locking systems:

- it could be mass produced;
- the key mechanism or pin tumbler cylinder was separate from the bolt; and,
- long, heavy keys were not needed to reach and manipulate the bolt.

Although affected by time and the cultural environment to some degree, the real moving force behind lock advancements has been the criminal element. Because it is simply a matter of time before the criminal community can effectively defeat a lock, there

^{1/} Ibid.

^{2/} Ibid., p. 232.

has been a running battle through the ages between thieves and security inventors. During the 20th century, this battle has swung into high gear.

THE LOCK AND ITS INSTALLATION

By definition, a lock is:^{1/}

A mechanical, electrical, hydraulic or electronic device designed to prevent entry to a building, room container, or hiding place and to prevent the removal of items without the consent of the owner. A lock acts to temporarily fasten two separate objects together, such as a door to its frame, or a lid to a container. The objects are held together until the position of the internal structure of the lock is altered--for example, by a key--so that the objects are released.

Although sharing a common definition, there are a wide variety of locks from which a homeowner must choose. Once the basic decision is made and the lock purchased, however, the next important consideration is installation. This matter is important, because even if the most expensive and sophisticated lock in the world is selected, if it is improperly installed or installed on a door that is not properly hung, is of inferior quality, or has warped jam or frame, the lock will be useless. This point may be likened to the old axiom that "a chain is only as strong as its weakest link".

Because a lock is one of the strongest deterrents to the casual intruder--it acts as a psychological indicator that an opening is not to be entered--even if improperly installed, it may still ward off some potential criminals. However, if challenged, the professional or the enthusiastic amateur will have little difficulty entering the "secured" area. That is, in cases where locks that are found to be too difficult to pick, the next step is usually to force it to gain entry. Thus, the poorly installed lock will provide little protection to the common trick of "jimmying".

KEY CONTROL

No locking device is stronger than the practices of the firm or individual it protects. This means that it is extremely

^{1/} Ibid., p. 233.

important that the "code" for key systems be carefully protected. Toward this end, manufacturers of locking equipment assign a protected code for a key system and steps should always be taken to insure that such information is not released except to specified representatives of the company assigned the code. It should always be remembered, however, that the security provided by the manufacturer is of little or no value unless "there is a lock and key control system established in the facility where the key code is in operation."^{1/}

A critical factor in key control is the issuance of keys. No more should be issued than required to effectively assist in carrying out the work in a retail or commercial situation. This same strategy should be used when a residential situation is considered--distribution of keys to friends and relatives may cause problems.

In addition to these elements of key control, there are a number of other guidelines with which you should be familiar as a crime prevention officer. These include:

- Maintenance of Records. Written records should be maintained for all keys and locks, including padlocks. The records should include the location of a lock; persons issued keys; the dates of issuance; the doors or locks each key operates; and, so on;
- Storage of Duplicate or Spare Keys. Duplicates should be stored in a secure key cabinet or a good grade locking steel file cabinet. In addition, such keys should be properly tagged and policies set for their release.
- Master Keys. When possible, master keys should be retained in the control of a single individual. In addition, such keys should not be given special markings to identify them as masters.
- Re-Keying. From time to time if keys are lost, misplaced, or simply as an additional security means, consideration should be given to re-keying or changing lock combinations.

^{1/} Ibid, p. 251. It should be noted that the remainder of this discussion on key control was adapted by Koepsell-Girard and Associates from this source.

A CHECKLIST OF LOCK SECURITY AND CONTROL

As part of a landmark effort conducted some years ago by the Small Business Administration, a number of preventative actions concerning locks, their installation and control were prepared. These are presented below for your information and reference.^{1/}

- modern, cylinder type locks are preferable for most uses;
- proper installation should be stressed to prevent prying, cutting, and twisting;
- every effort should be made to protect lock bolts against being pushed back with a thin instrument;
- control of keys is important;
- hinge pins and hasps should be installed to prevent removal of pins and screws;
- high grade steel hasps will prevent prying, twisting, and cutting;
- padlocks should be locked in place at all times to prevent key duplicating; and,
- lock bolts should be flush and should point inward.

PATCHWORK SECURITY

We have been waiting for the architectural fraternity and the door and frame manufacturers to provide substantial bases for security hardware. Although many sound locks are available the security value of these locks is often negated by weak doors and frames, as well as, by poor building construction methods.

Poorly informed individuals - some pushing for ridiculous laws and codes - have placed the blame on the lock industry. Partially at fault, the lock industry is responsible for producing and marketing some shoddy products. The industry, however, has accepted its share of the blame and has demonstrated that it is prepared to take an aggressive step forward.

The lock industry and locksmiths cannot perform miracles - not overnight, at least. The architect will aid in solving the

^{1/} Small Business Administration, Crime Against Small Business
(Washington, D. C.: U.S. Government Printing Office, 1969), p. 240.

long term problem by giving consideration to security requirements in design of building projects and enforcing the compliance with his specifications in the future instead of yielding to pressure to approve an inferior substitute.

Law enforcement - especially crime prevention officers - can contribute much to the improvement of security standards by close association with locksmiths in their respective communities, documenting the modus operandi of burglars and encouraging the application of meaningful patchwork methods of improving security facilities on existing buildings. This experience will aid them in influencing their local legislators to study the security requirements of their community instead of copying poorly planned or non-applicable security legislation from other communities. Our combined efforts will provide our legislators with factual and meaningful data to aid in writing the security standards of the future.

If we strive for perfection at this time we will have to wait for consensus standards to be established. We have our reservations about the anticipated quality of such standards as many compromises will have to be made in view of the fact that security of a door, window and other openings and walls is not the performance of a single company and its application to a situation varies with environmental architectural designs, users' requirements, differences in insurance requirements for different classes of businesses, the "MO" of burglars in different geographical areas, and the skill of the installers. Being optimistic, we assume that security standards will come into being. We have been contributing our little bit for many years with hopes that this effort will result in some progressive developments now that the industry has been soundly alerted.^{1/}

However, crime prevention officers must be knowledgeable on the proper terminology of security devices to successfully work with the locksmith, hardware dealer, contractor and the public. This knowledge will equip the officer with the expertise to not only properly identify the lock, but will also enable him to know where and how it should be used.

Prevention of Defeated Locks Through Force

Twenty years ago a burglar, in one of our large cities, carried in his coat sleeve a pry bar of three sections that could

^{1/} Edwin F. Toepfer, Patchwork Security, Doors, Not Just Locks (National Publishing Co., National Locksmith Publication, August, 1972 Issue, pp. 9, 10.

be bolted together at the "job site" to form a four foot long pry. Another carried a gentleman's walking cane that could be readily converted to a door frame spreading jack. It also contained lock picks and a saw blade in its hollow shaft.

During the same period in another large city, a team of burglars used a 50 ton hydraulic jack connected by a long hose to a pump in their automobile. They placed the jack between buildings and punched a hole through the target wall large enough to crawl through. The team sat in the relative safety of their parked automobile while they directed the demolition of the wall.

Recently, a team of burglars brought welding equipment and heavy steel bars to the job site. They welded the bar to round burglar-resistant door safes and sheared the lock bolts that had previously proved to be adequate.

It is obvious that we should not be planning our protective measure to stop such determined thieves. This is the area in which we call upon the space age technology of the alarm industry to support our mechanical devices as we support the vulnerable area of alarm systems with our locks and safes.

Our object is the prevention of defeating locks through force.

When force is applied to a door in the form of bodily force, pry bars, or jacks something has to give. Every mechanical device has its fatigue and breaking point although no one, to our knowledge, has properly defined this "point" for doors, locks, and frames in terms of pounds of pressure or force.1/

1/ Ibid., p. 12.

HINGED DOORS

Hinged doors with solid core construction are designed for external security. The solid core door will resist forced entry at a reasonable price. Most solid core doors are equipped with a standard lock-in-the-knob spring latch with an anti-shim device on the latch. A variety of deadbolts can be installed on the door above the knob to increase lock security. The crime prevention officer must give special consideration to doors with glass in or around the door within 40 inches of the locking device. In these doors the glass can be broken out and the lock manipulated from the inside. No deadbolt should be recommended unless the bolt has a full one-inch throw. This means that the bolt should extend one inch out from the face plate to the end of the bolt when the bolt is fully extended.

Hingepins

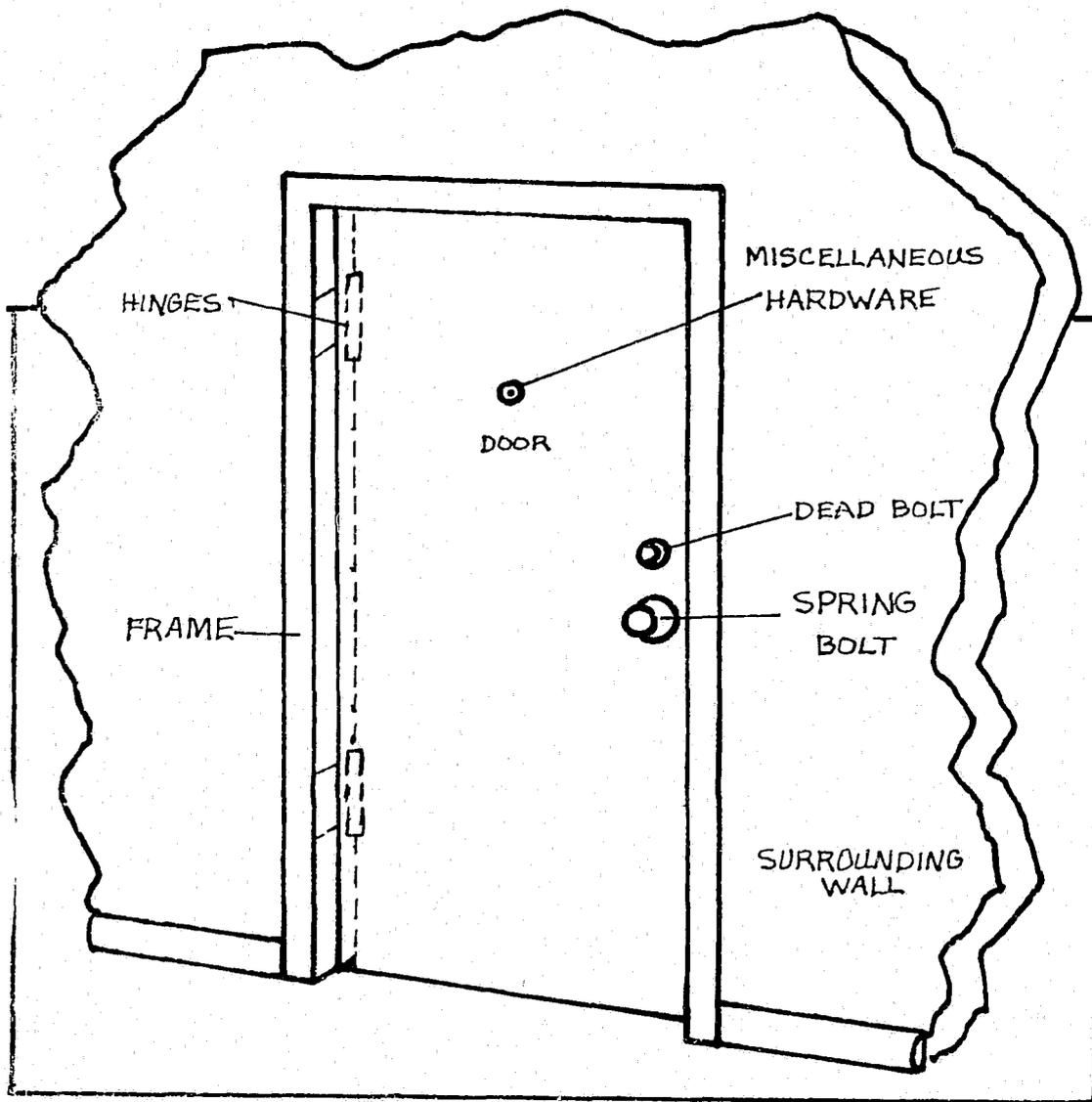
The hingepins must be adequately secured to prevent their removal and to prevent the opening of the door from the hinge side. The hinges can be secured in several ways: 1) hinges can be purchased with non-removeable pins, 2) the pins can be welded in place to prevent their removal, 3) a hole can be drilled through the hinge into the hingepin and a set screw placed in the hole on the inside of the hinge (where it can't be seen from the outside) to prevent the pin from being removed, 4) a hole can be drilled through the hinge into the hinge pin and a soft metal wire can be cut and braded into this hole to resist the removal of the pin, 5) a hole can be drilled through the hinge and a nail driven through this hole into the frame around the door. A hole is then drilled in the opposite side of the hinge that will receive a portion of the nail still sticking out. Double-headed concrete nails have been used very successfully for this type of operation.

Viewers

Solid core doors without windows provide no visibility to the outside. Viewers can be installed in these doors to provide visibility to the outside without having to open the door. It is recommended that the door viewer provide a minimum of 190 degree angle vision. This wide an angle gives the person the added advantage of seeing not only who is on the outside of the door, but also what is at the bottom of the door.

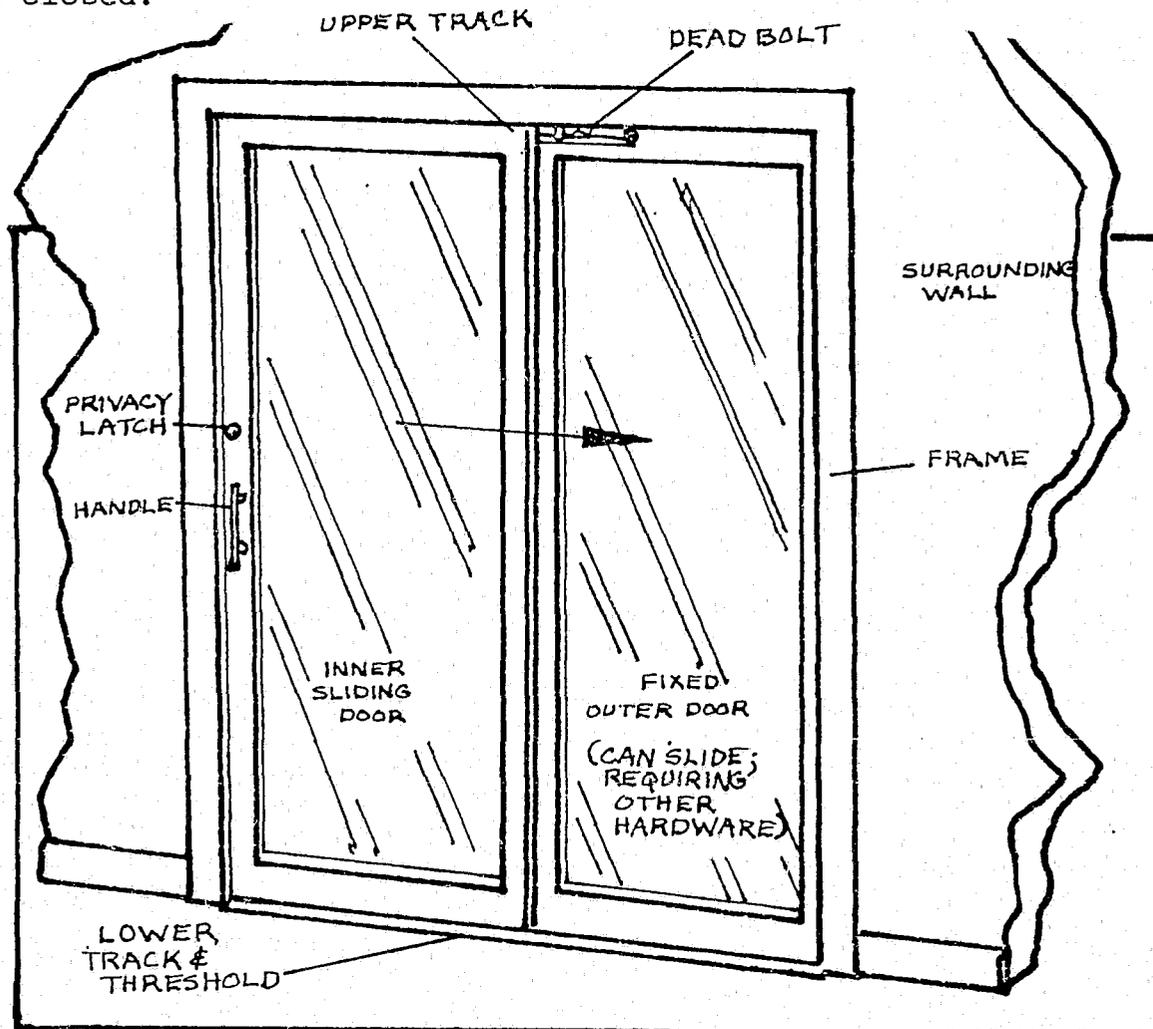
The crime prevention officer must also take into consideration the quality of the framing around the door. Many frames are not equipped with supporting studs, braces, and nails to secure the frame to the surrounding wall.

SWINGING DOOR SYSTEM



Sliding Doors

Sliding glass doors in the home or business present a special problem because of the vast glass area and the relatively light framing around the glass of the door. Many of these doors come equipped with a privacy latch which does not provide good security. The privacy latch can be replaced with a slimline security hook bolt. Auxiliary locks can also be placed on sliding glass doors to increase their security. The door can also be secured by the pinning system. To pin the sliding glass door, a hole must be drilled through the inside door to the outside door through which a hardened steel nail or pin can be placed. The crime prevention officer should always warn the property owner that drilling through the metal frame must be done with utmost care to prevent hitting the glass. Should the drillbit strike the glass, extensive damage to the glass can occur. The sliding glass door can also be lifted up and out of the track if the upper track has not been properly adjusted or if metal screws have not been placed in the upper track to prevent its removal. The placement of metal screws in the upper track must be done with care so that they do not obstruct the sliding of the door as it is opened and closed.



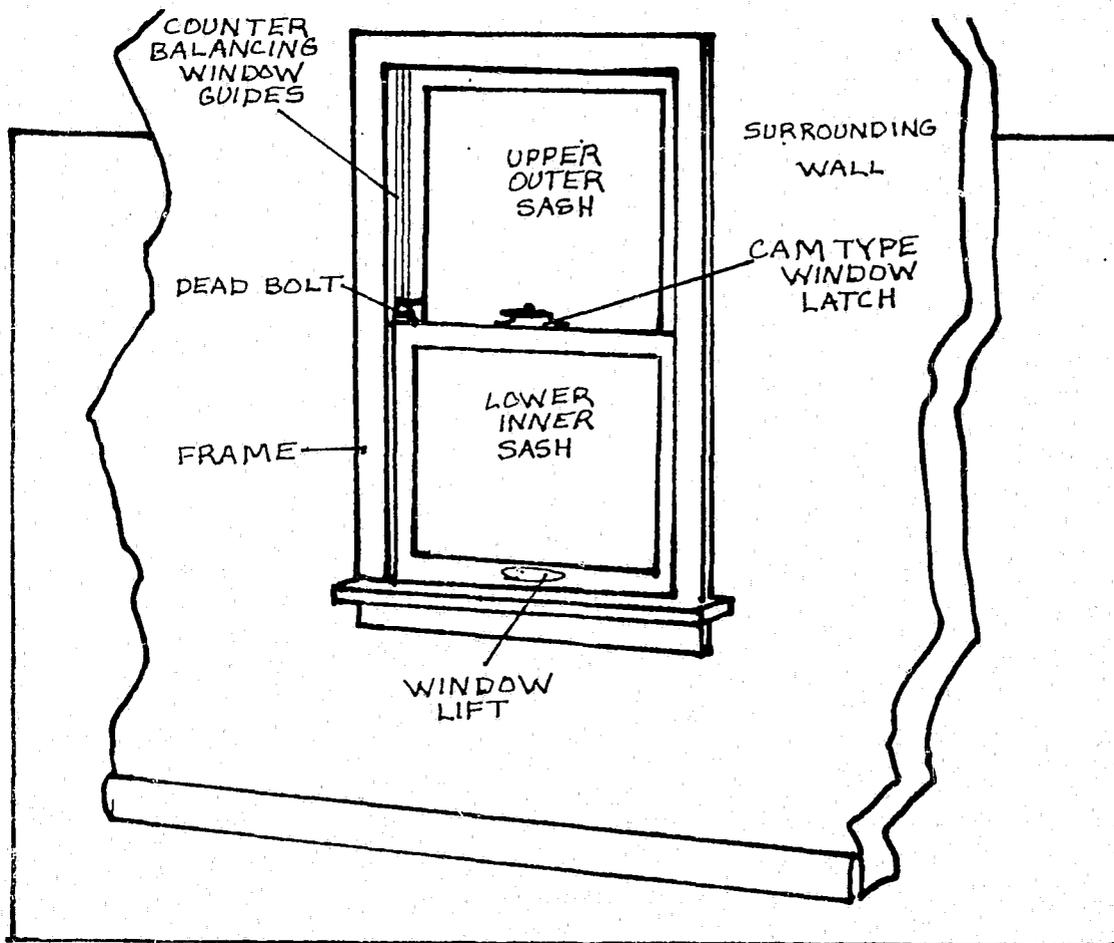
THE STRENGTH OF A SYSTEM IS AS GOOD AS THE WEAKEST COMPONENT

Windows

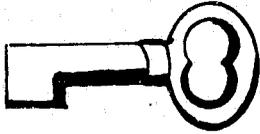
Sliding windows can be secured by auxiliary deadbolts which are key operated. These auxiliary deadbolts come in varying sizes, shapes and models.

Both vertical and horizontal sliding windows can be pinned with a hardened steel pin. To accomplish this, a hole is drilled through the inside frame around the glass into the outside frame (without going completely through) and a hardened nail is placed in the hole. The nail should be cut off so that the head of the nail will be flush with the window frame. The hole must be drilled at a downward angle to prevent jiggling of the window frame from the outside and vibrating the pin out of the hold. The pin is kept in place by the pull of gravity.

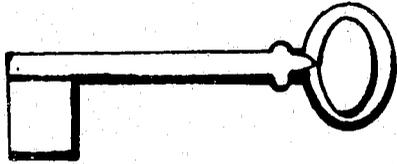
Additional security can be acquired by cutting wooden dowel pins or aluminum angle irons to fit into the grooves next to the window guides. Dowel pins cut to fit the exact length of the guide prevents the guide from being removed by vibration of the window.



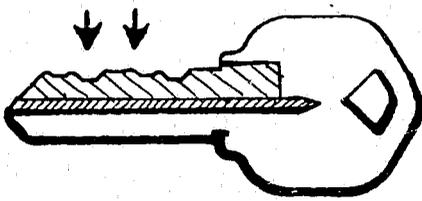
BARREL



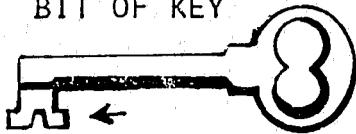
BIT KEY



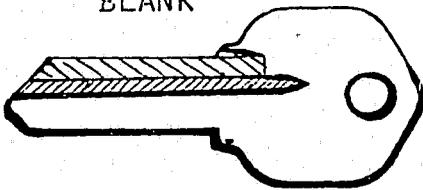
BIT OF KEY



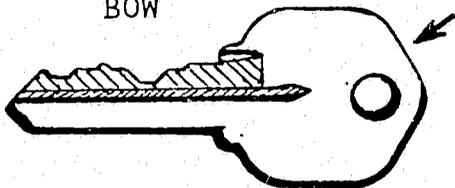
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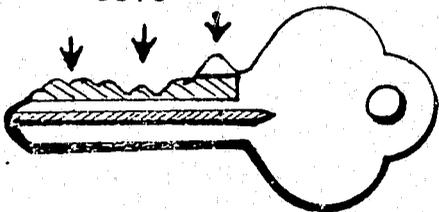
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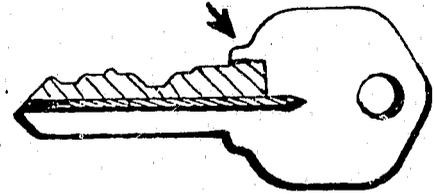
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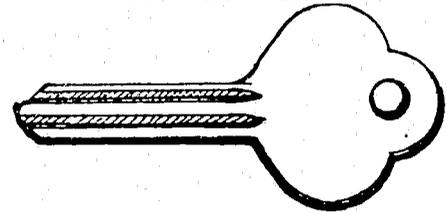
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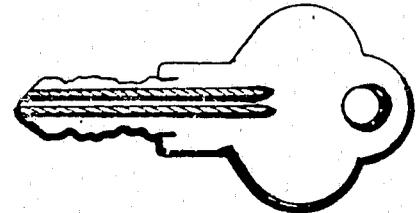
SHOULDER



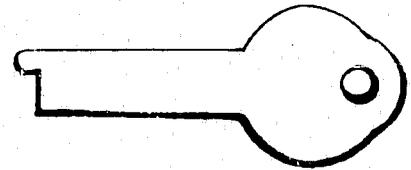
CORRUGATED KEY



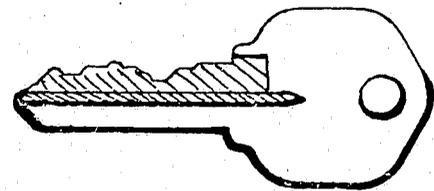
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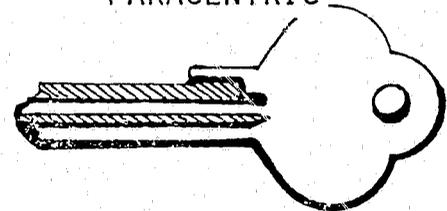
FLAT KEY



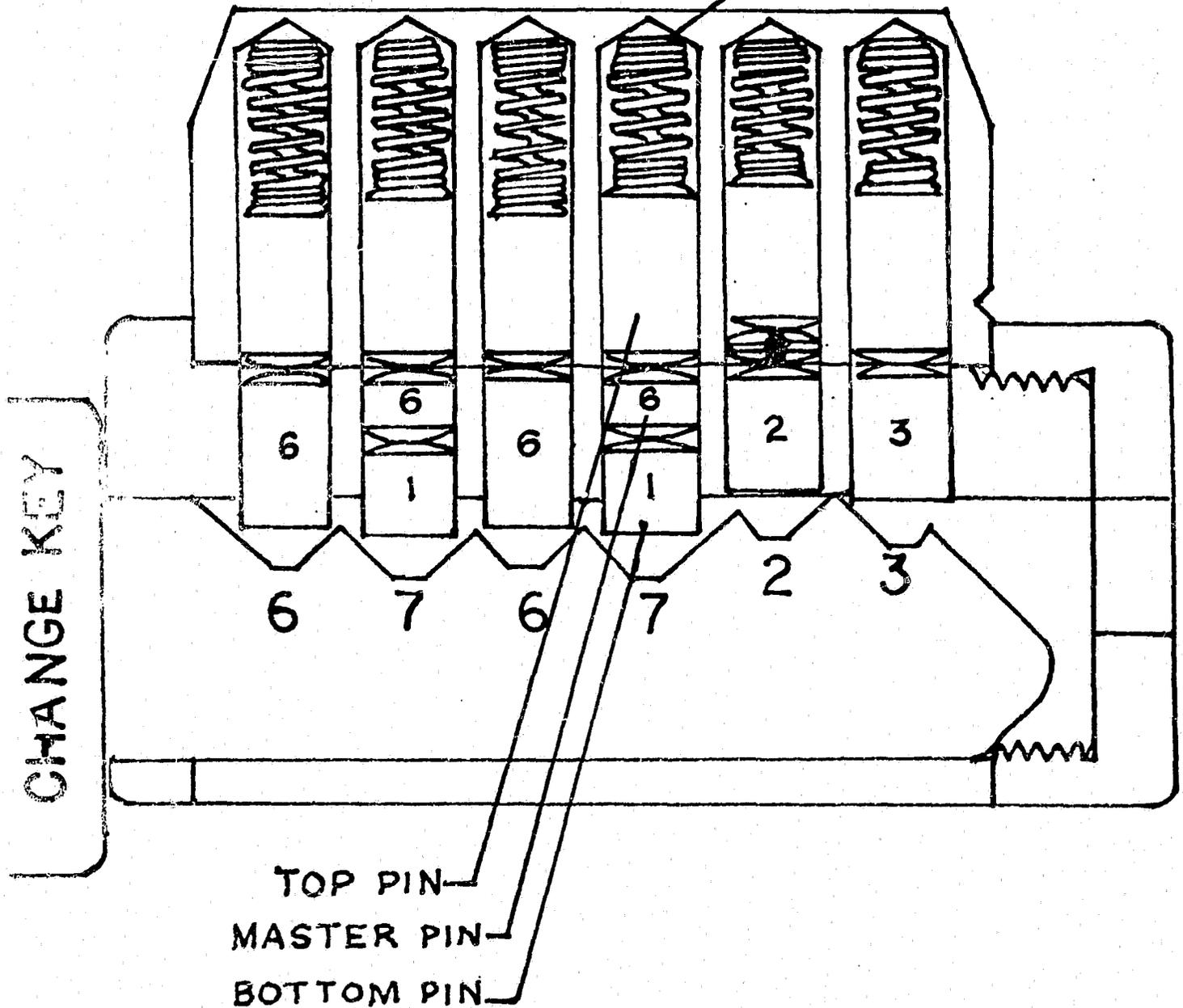
BASIC KEY



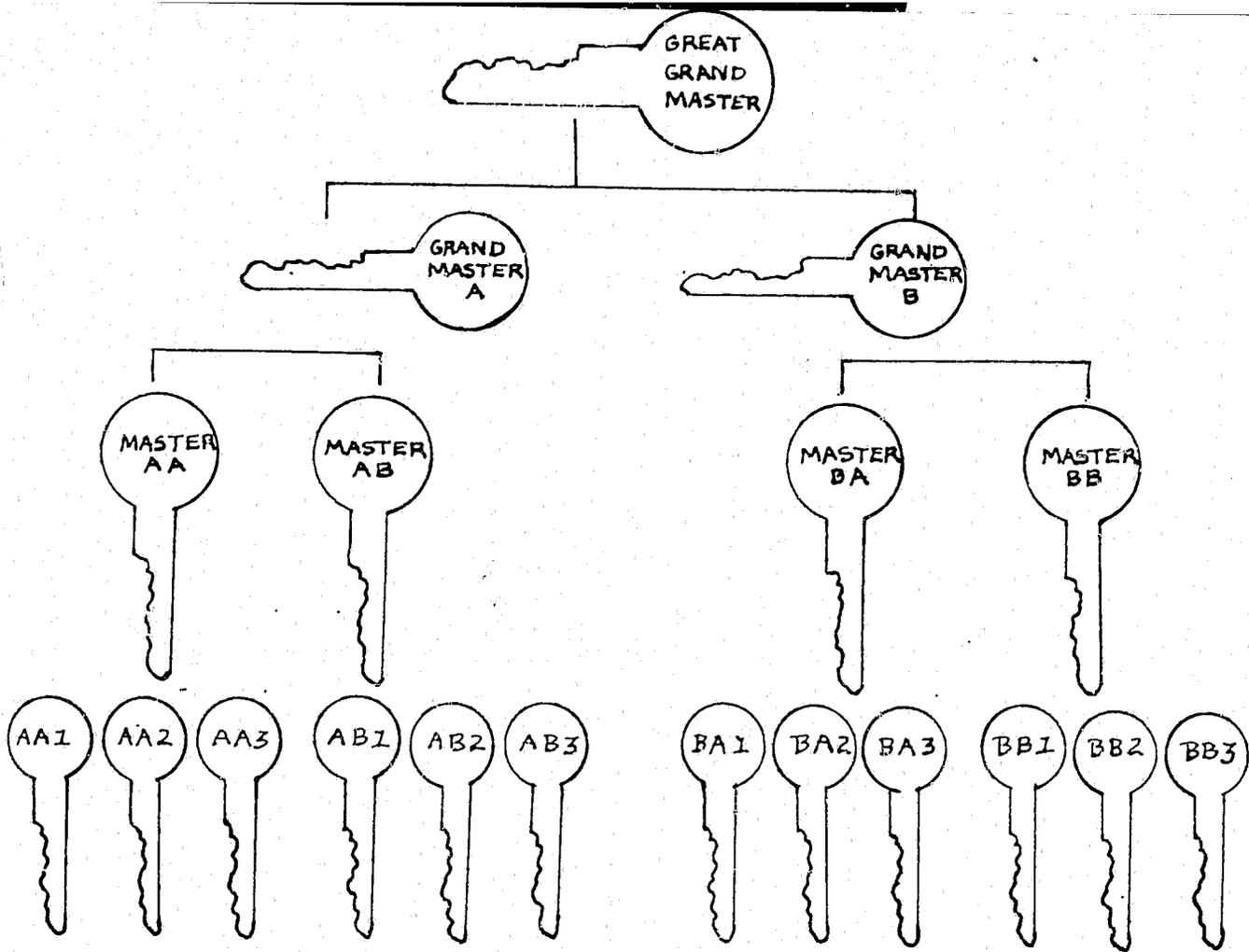
PARACENTRIC



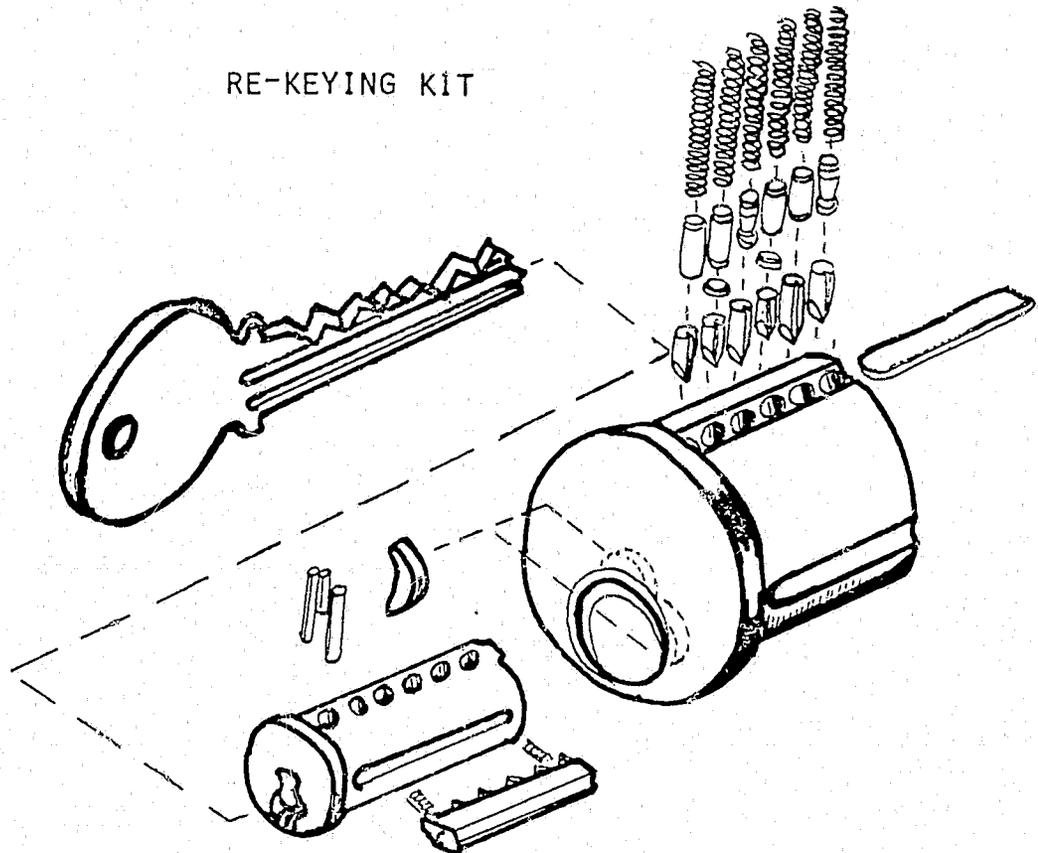
PIN CHAMBER NO. 4



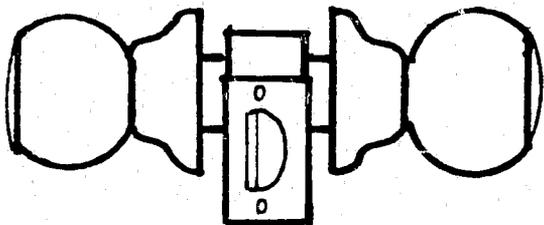
Lock cylinders are manufactured in many different styles and for many different purposes. Some lock cylinders are designed to be operated with one key; others require a standard key and a master key; and others are designed to use the standard key, master key and a grand-master key. Some cylinders are designed to use the three keys already mentioned, and in addition, the cylinders have removeable cores that can be taken out with a change key. This lock permits the property owner to remove the cylinder plug and replace it with a different cylinder plug whenever the case may warrant such action. This gives the property owner the advantage of having different cylinder plugs in the locking mechanism without having to go through the process of completely removing the cylinder from the lock itself. The locking cylinders are designed to screw into the lock or to be held in place with a set screw either before or after the lock has been installed.



RE-KEYING KIT

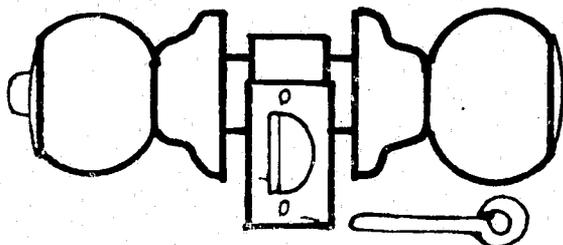


CONVENIENCE KNOB LATCHES.



PASSAGE OR CLOSET LATCH

The latch bolt is operated by the knob from either side.



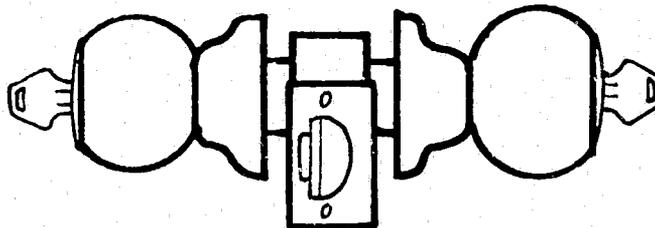
PRIVACY LOCK

The latch bolt can be operated from either side EXCEPT when the Push Button on the inside locks the outside knob. The Push Button is released by turning the inside knob or closing the door.

NOTE: The Emergency Release in the outside knob is operated by pushing a straight pin in the small hole in the center of the knob.

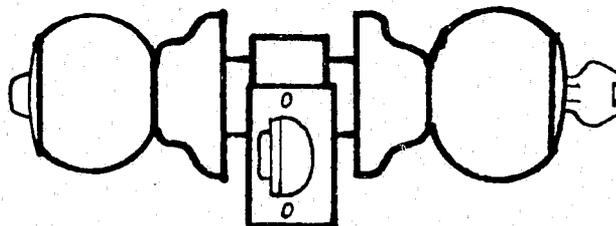
INSTITUTION LOCK

The latch can only be operated by using a key in the knob from either side. Both knobs always remain rigid. Dead Locking Latch. (Spring latch with an anti-shim device.)



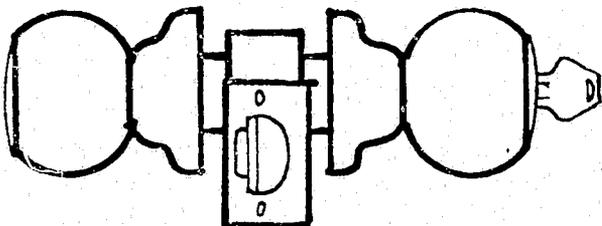
ENTRANCE OR OFFICE LOCK

The latch bolt can be operated by the knob from either side EXCEPT when the Turn Button locks the outside knob. The key is used in the outside knob to retract the latch bolt. Dead Locking Latch. (Spring latch with an anti-shim device.)



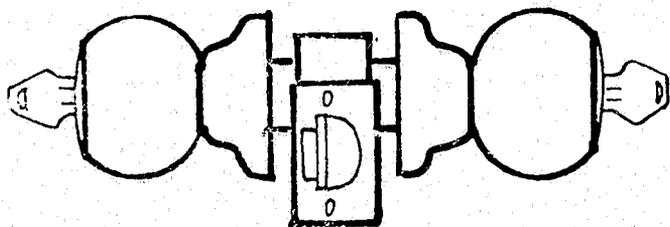
STOREROOM OR CLOSET LOCK

The latch bolt can be operated by the inside knob only. The outside knob is always rigid. The key is used in the outside knob to retract the latch bolt. Dead Locking Latch. (Spring latch with an anti-shim device.)



STORE DOOR LOCK

The latch bolt is operated by the knob from either side EXCEPT when the key is used to lock both knobs from either side. Dead Locking Latch. (Spring latch with an anti-shim device.)

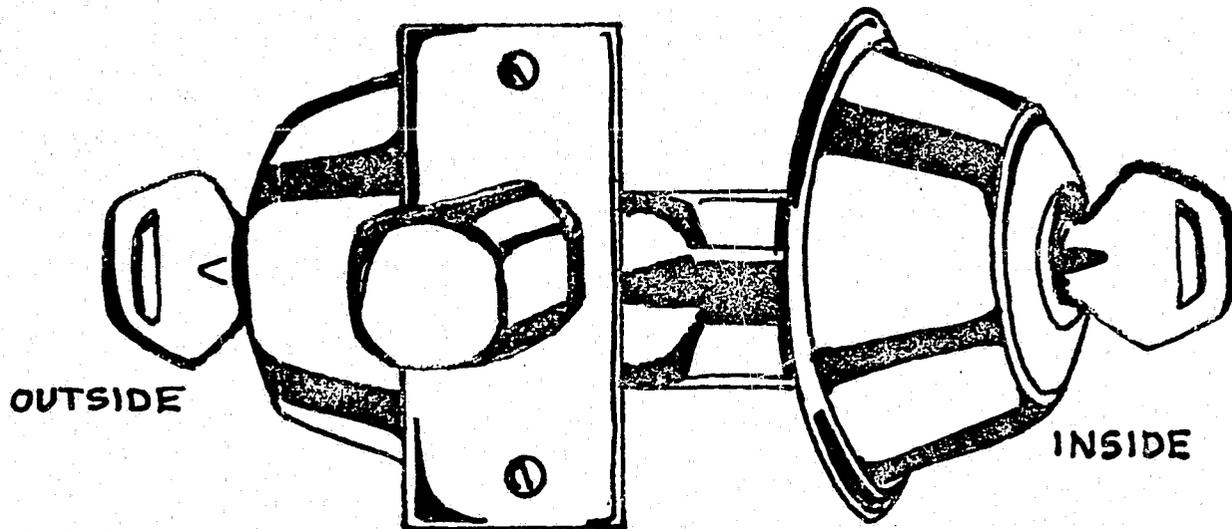


DOUBLE CYLINDER DEADBOLT

The double cylinder deadbolt is locked or unlocked by key from either side. The deadbolt automatically deadlocks when the bolt is fully extended. The deadbolt must have a minimum of a one inch throw to be considered secure.

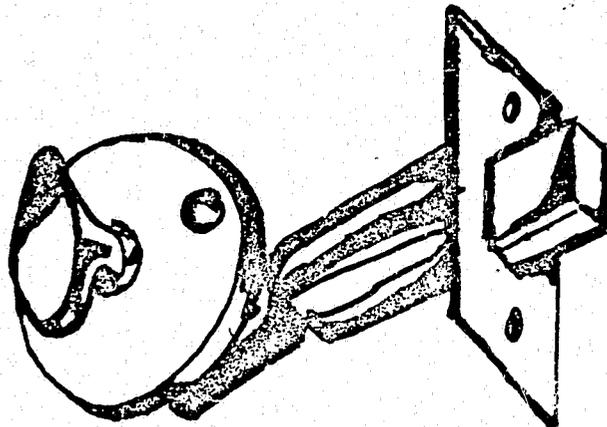
The cylinder guard should be free wheeling to prevent being twisted off the lock with a pipe wrench or some other gripping tool.

Warning---Law enforcement officers should always advise businessmen and homeowners of the fire hazard involved when the double cylinder deadbolt is used.



SINGLE CYLINDER DEADBOLT

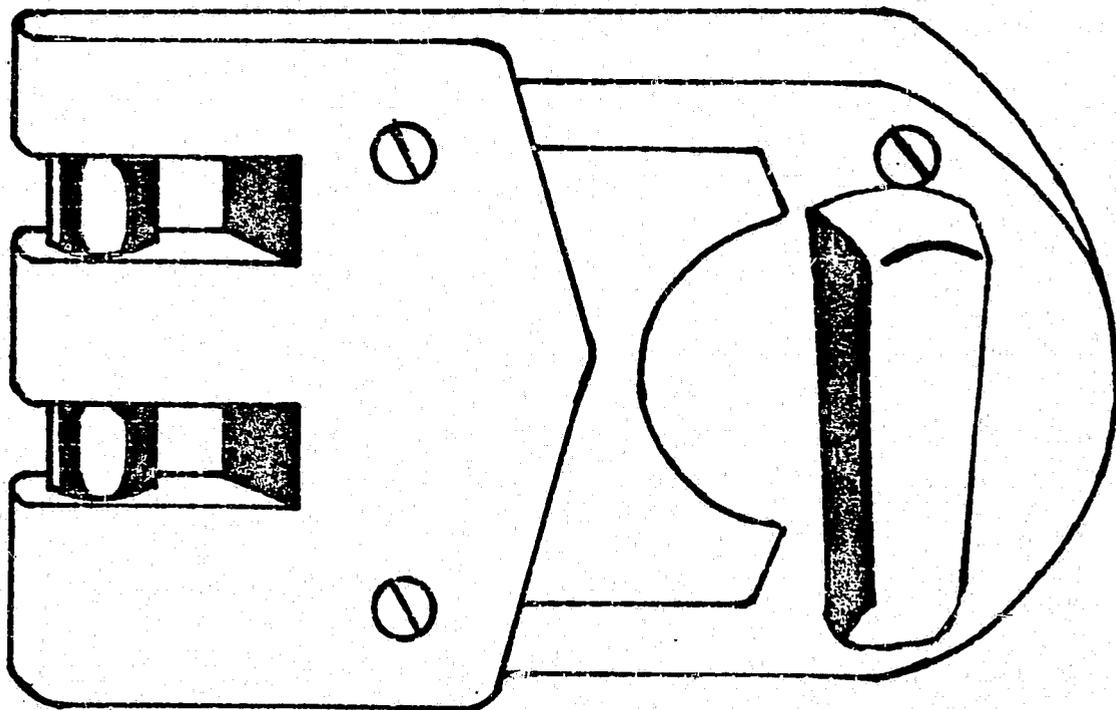
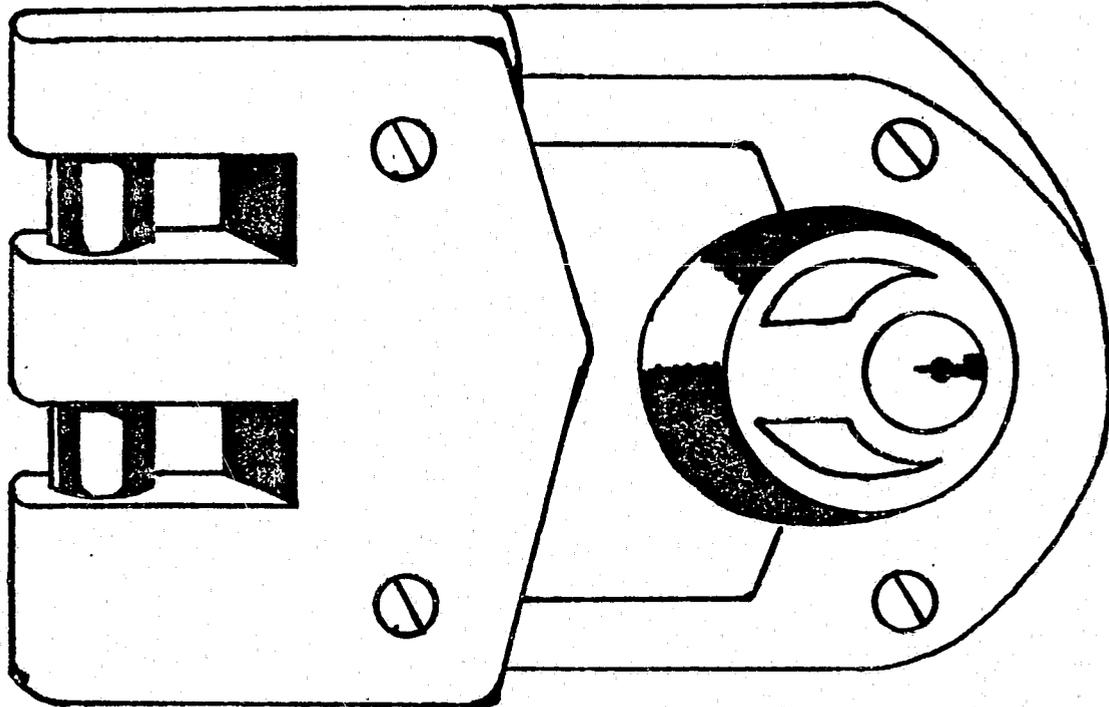
The single cylinder deadbolt is locked or unlocked by key from the outside. The deadbolt is locked by the thumb turn on the inside. The deadbolt automatically deadlocks when it is fully extended. The bolt should have a minimum of a one inch throw for security.

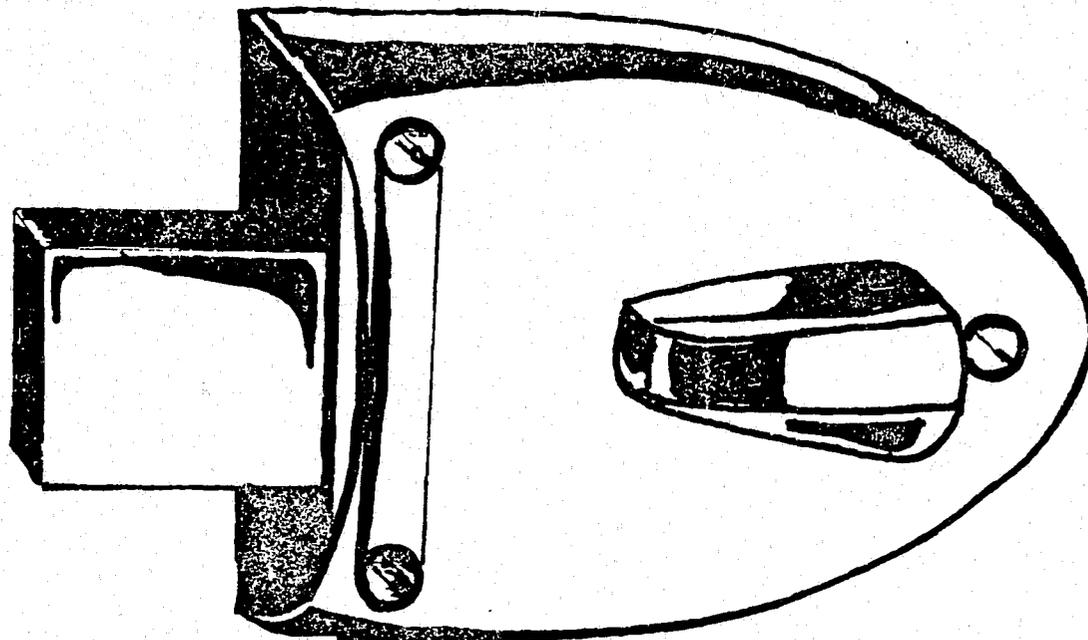


DOUBLE CYLINDER DEADBOLT (SURFACE)

The double cylinder deadbolt is locked or unlocked by a key from either side. The pressure cast bolts with hardened steel inserts have a vertical movement in the bolts to resist prying the lock away from the strike on the door jamb.

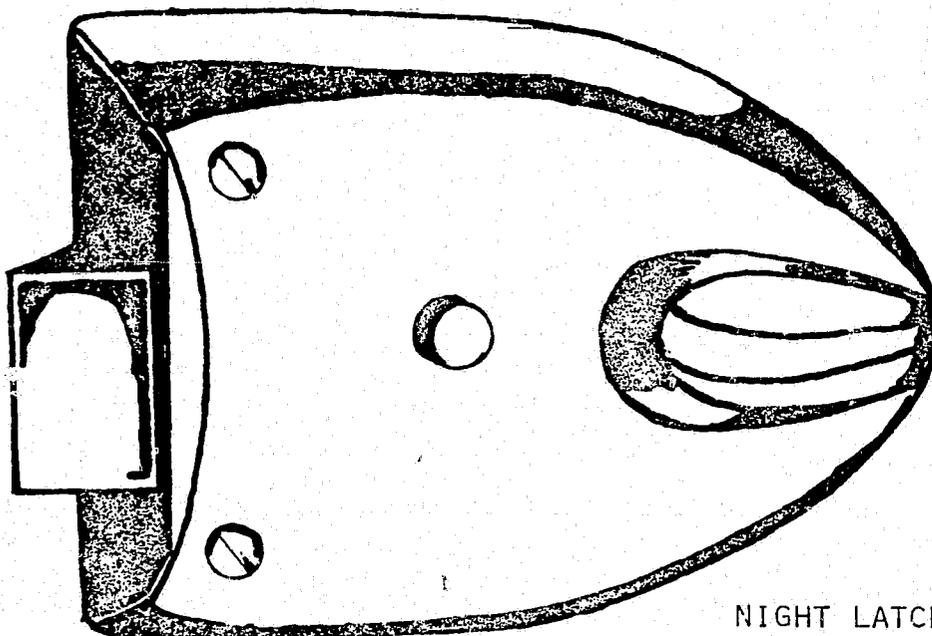
This lock can be purchased with a thumb turn on the inside to lock or unlock it.





DEADBOLT (SURFACE MOUNTED)

The surface mounted deadbolt is operated by a key from the outside to lock or unlock it. This surface deadbolt is locked or unlocked from the inside by the thumb turn. The deadbolt automatically deadlocks when it is fully extended. The bolt should have a minimum of a one inch throw for security.



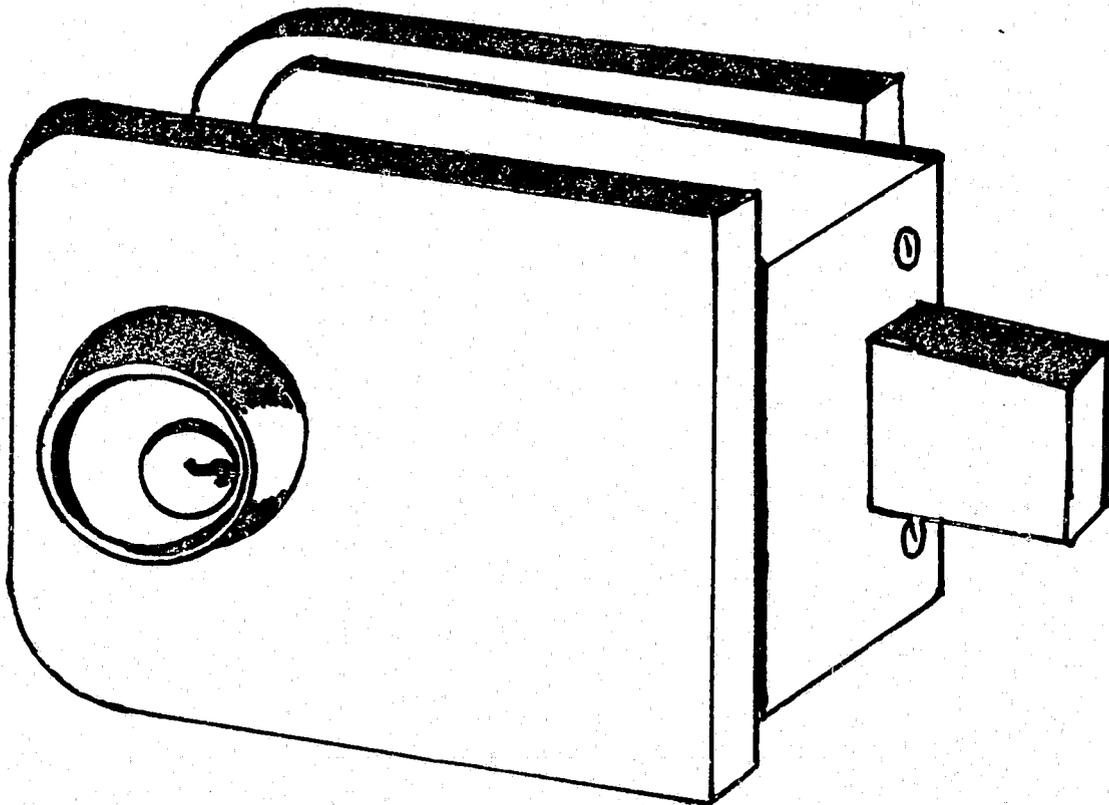
NIGHT LATCH

The night latch is a surface mounted latch which is locked or unlocked from the outside with a key and operated on the inside with a thumb turn. The bolt on the night latch is spring operated.

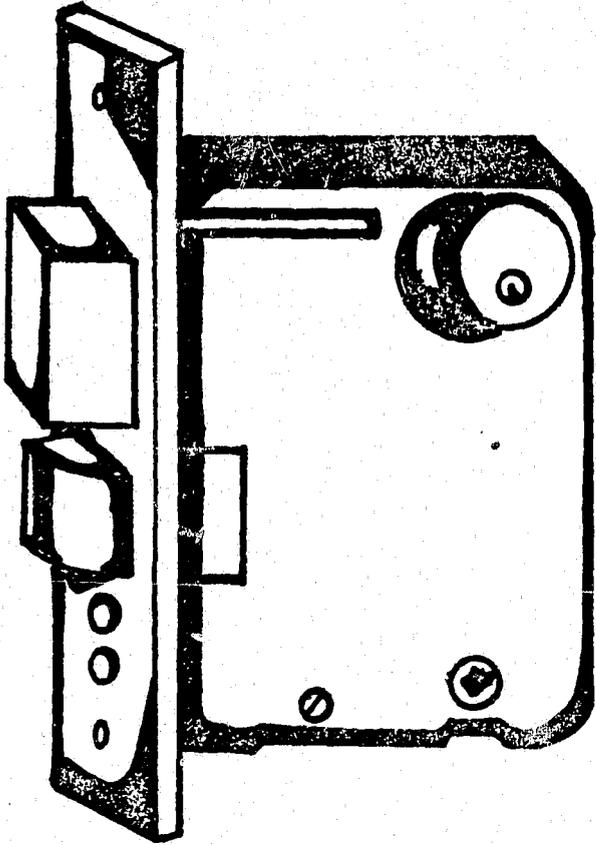
COMMERCIAL DEADBOLTS

This deadbolt is locked or unlocked with a key from either side. The lock is installed in a cutout of the door. The deadbolt has a minimum 1 1/8" throw and has a hardened steel roller insert.

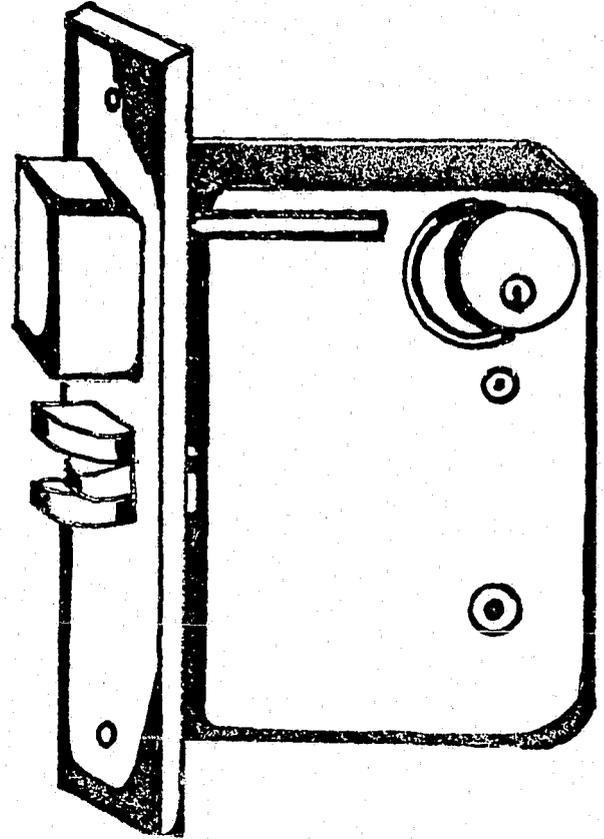
The lock comes without the cylinder. Thumb turns are available for the inside.



COMMERCIAL MORTISE LOCKS

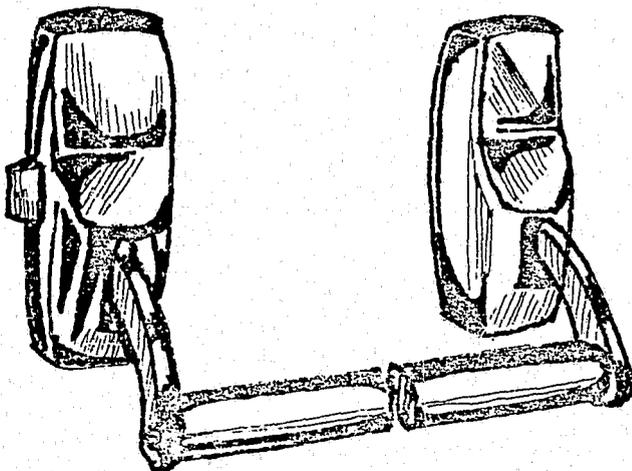


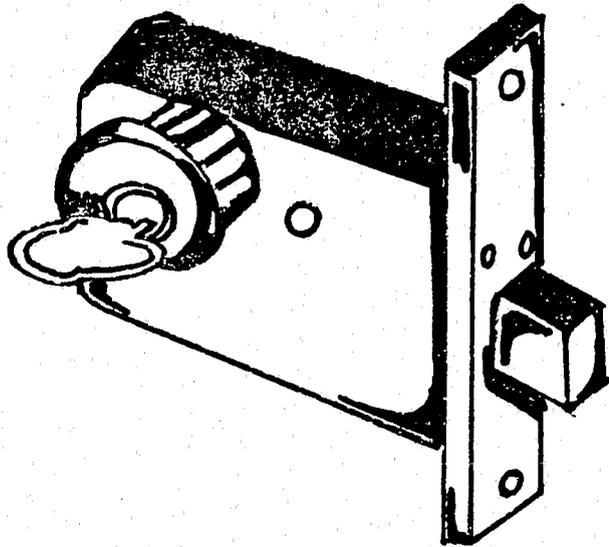
The latch bolt is operated by key on the outside and knob from either side EXCEPT WHEN the outside knob is locked by stops in the face plate of the lock.



The latch bolt is operated by knob on either side. The dead bolt is operated by key outside and thumb turn on the inside. The latch also has a anti-friction latch to keep the door from slamming shut.

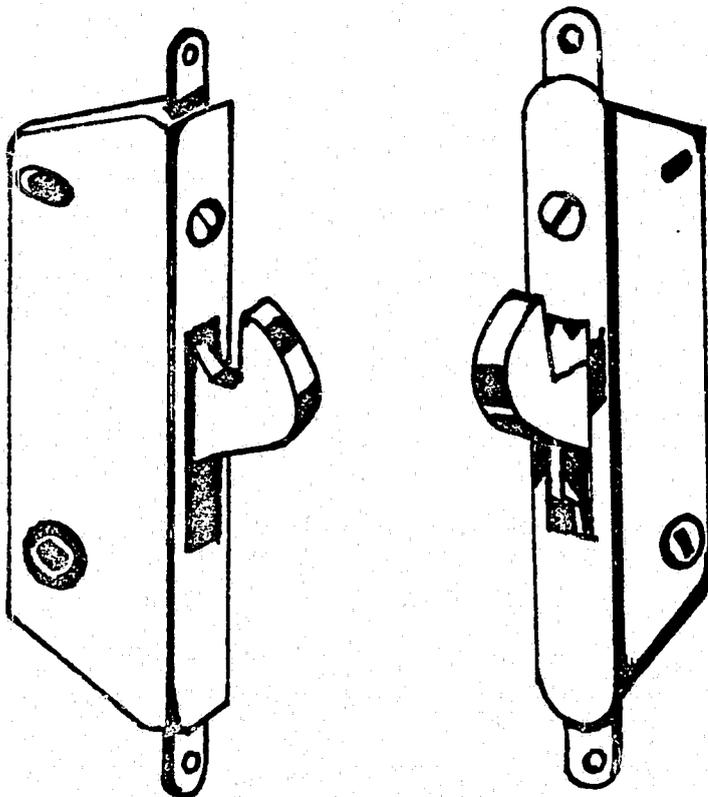
EMERGENCY EXIT DEVICE





MORTISE DEADBOLT

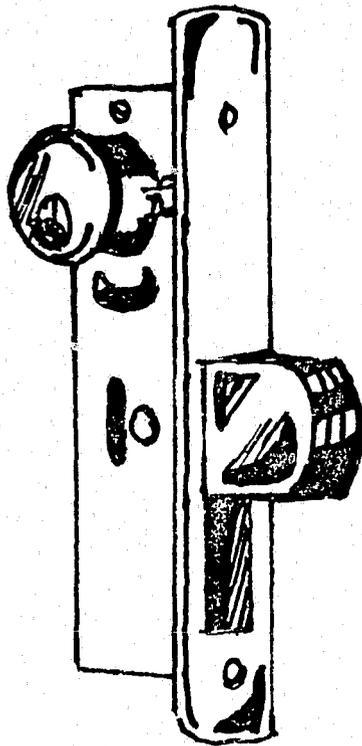
The deadbolt part of the lock is basically the same as the standard double cylinder deadbolt lock. Mortise deadbolts are installed in a cavity made for the lock to fit inside the door. The lock is held in place by the face plate and the cylinder guards.



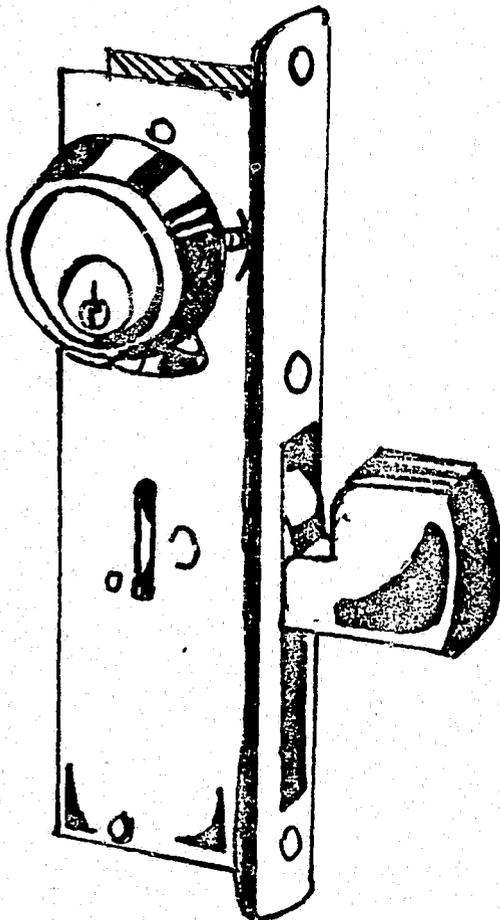
NARROW SLIDING GLASS DOOR LOCKS

This narrow sliding glass door lock is designed to resist being pulled out of the strike on the door jamb.

NARROW STILE LOCKS

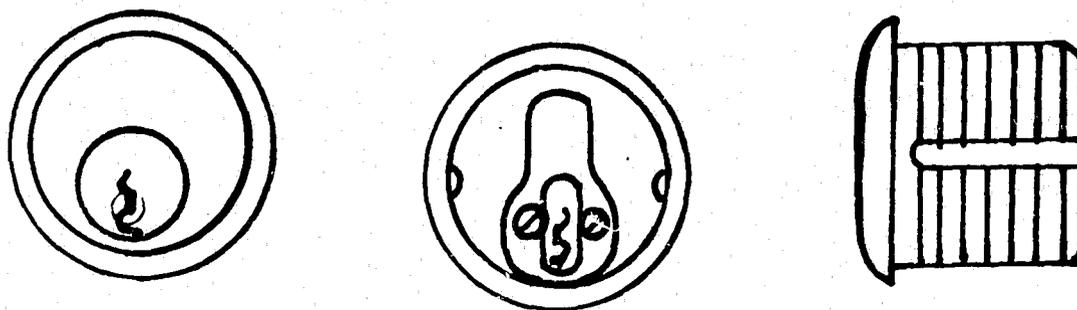


The pivoted bolt of the lock offers a degree of security for narrow stile glass doors. The length of its pivoted bolt is in effect limited only by the combined width of stile and jamb.



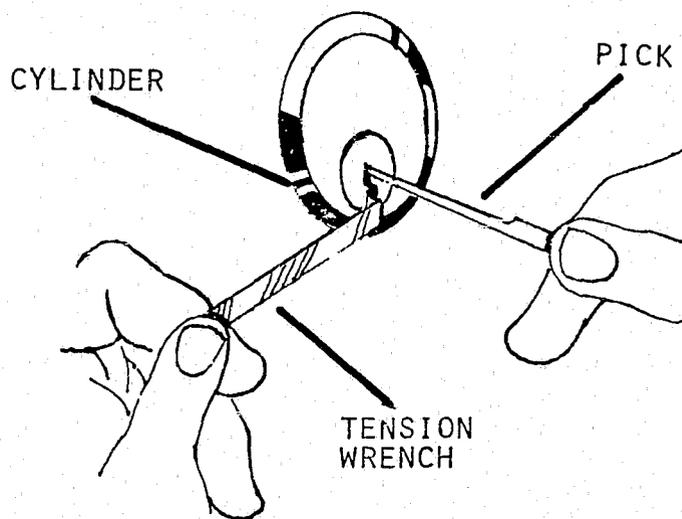
The hookbolt deadlock adds security for sliding glass doors in commercial, industrial and institutional buildings. The mechanical system is identical to the widely used maximum security swinging door lock, except that the massive laminated bolt is provided in a hook shape to resist the parting motion of sliding door and jamb. The over-centered maximum security locking action assures that forced entry attempts to pry the door in any direction; up, down or sideways; will hopefully be defeated.

CYLINDERS



The cylinder is installed in the lock. The cam in the cylinder is manipulated by the key in the keyway and the cam activates the bolt. (In some cases the cam may act as the bolt.)

LOCK PICKING

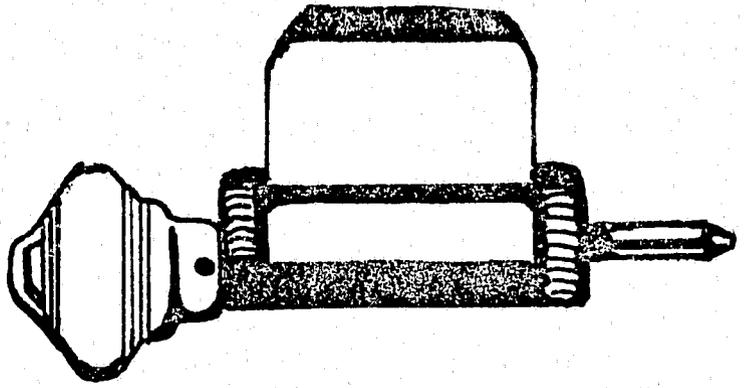


The picking of locks is the manipulation of the lock by some means other than the key. Picking locks is 50% luck and 50% experience for most people.

In the picture above a tension wrench is held in the left hand. The tension wrench is used to keep tension on the cylinder which holds the pins in place as they are lifted up to the shear line by the pick which is being held in the right hand.

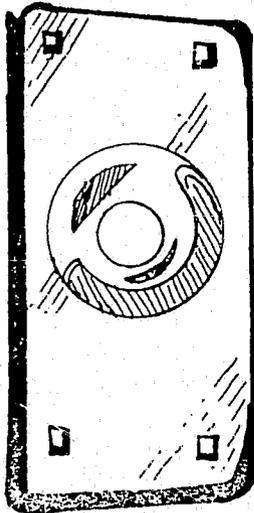
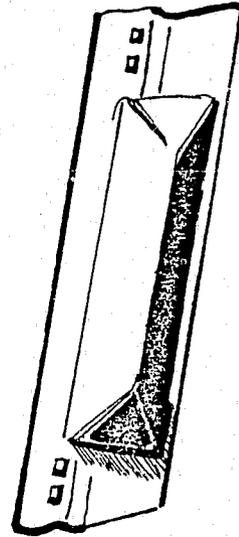
KNOB CYLINDER

The knob cylinder comes in different sizes to exchange the entire cylinder in a lock rather than having the lock re-keyed.

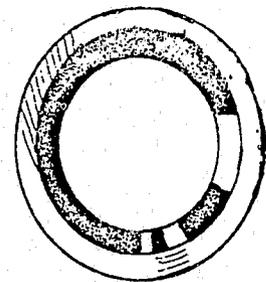


CYLINDER GUARDS

The tamper guard is designed to keep doors locked and tamper-proof, it fits all standard doors. Tamper-guard covers the latch area and protects latch bolts from being jimmed open. It's reversible for left or right hand openings, it can be used with cylindrical or mortise locks.



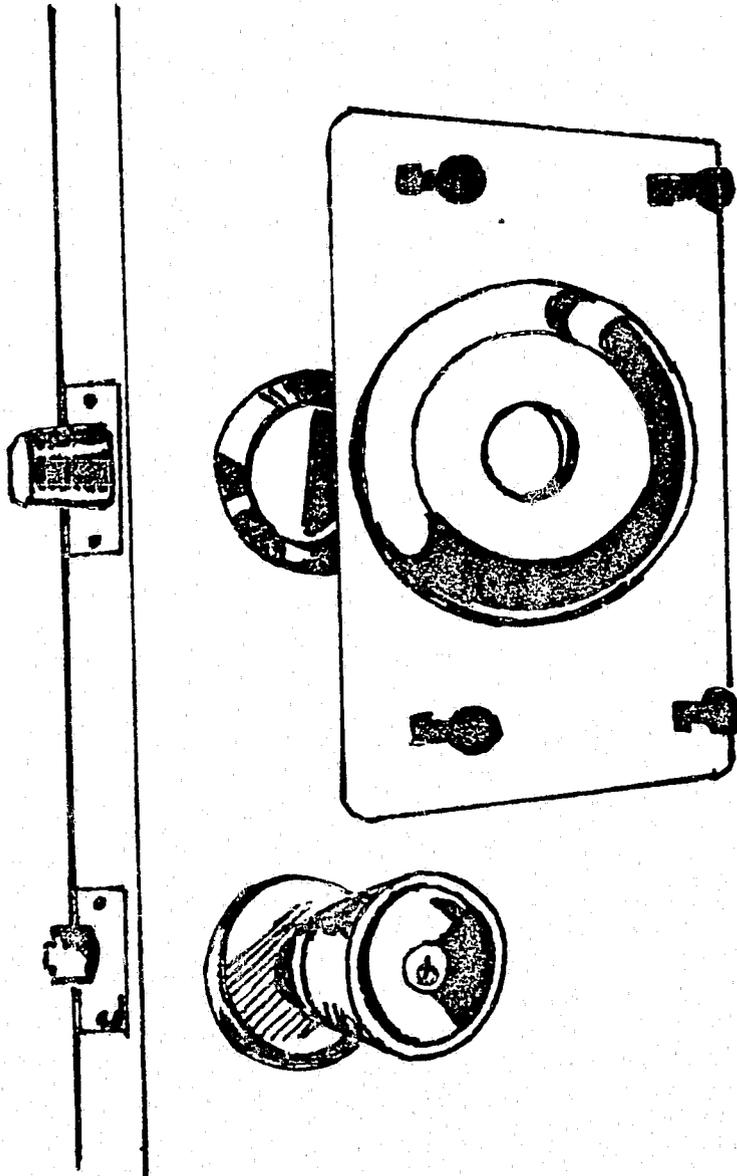
This cylinder guard is to be used with auxiliary rim locks with raised rose. It comes with four carriage bolts.



This cylinder guard is designed to deter the pulling of cylinders.

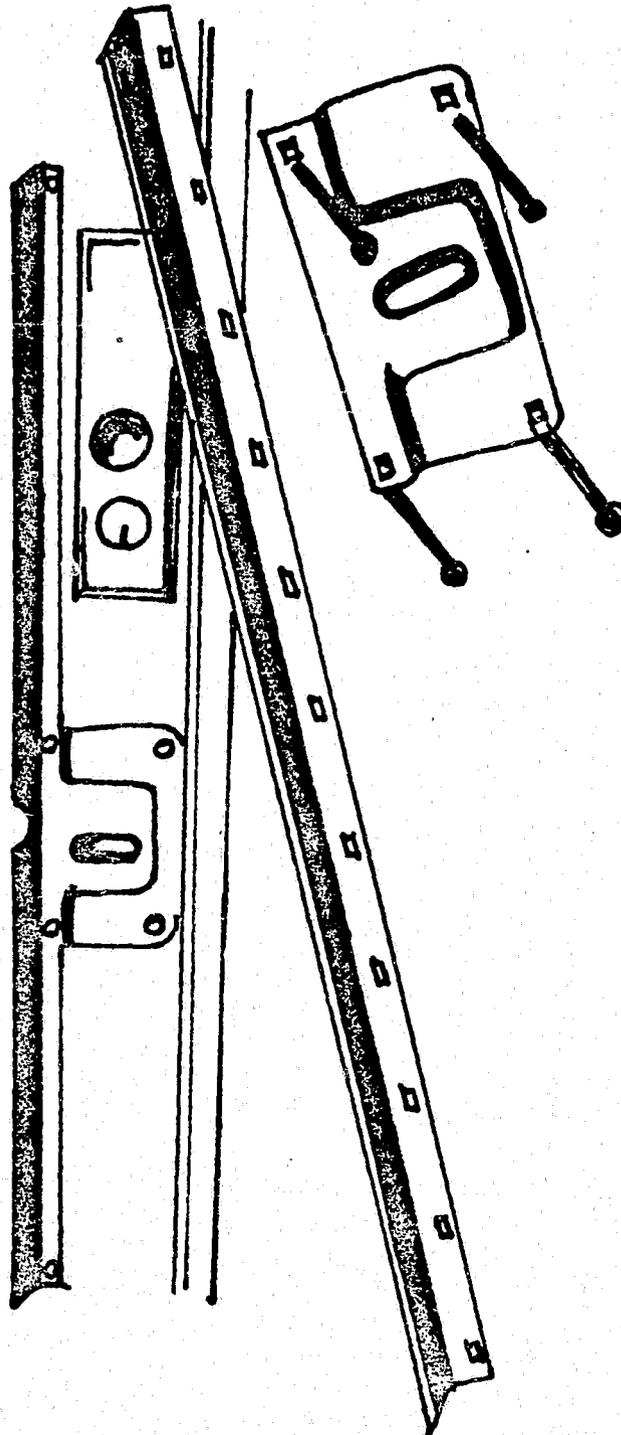
STEEL CYLINDER GUARD

The steel cylinder guard is designed to be installed on the inside and outside over the cylinder to resist pulling the cylinder out of the lock.



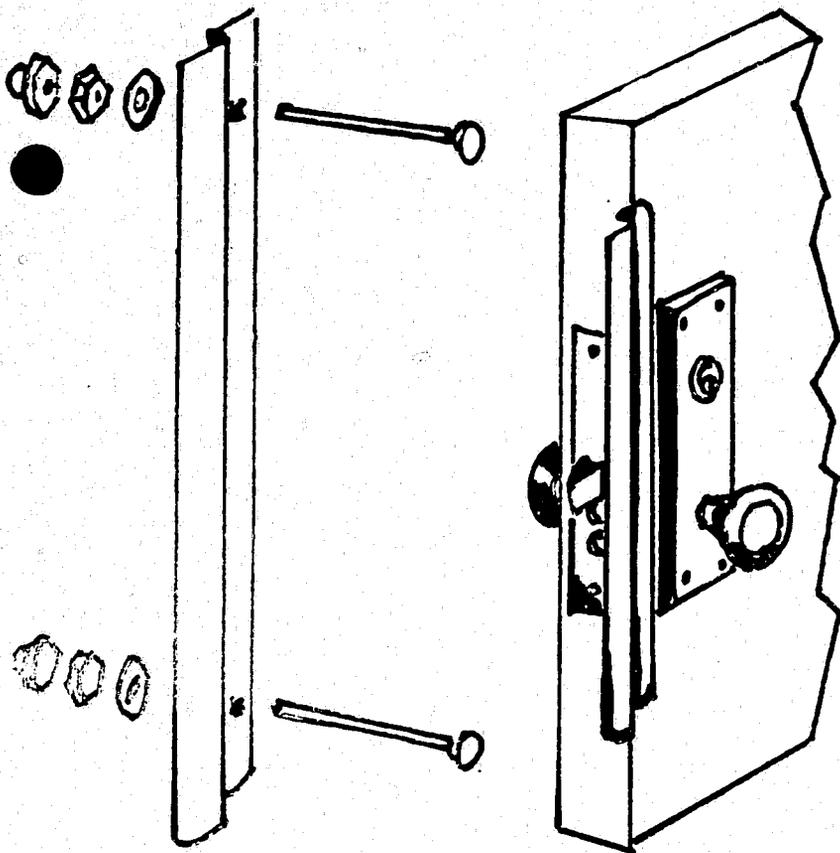
JIMMY GUARD

Jimmy guard is a combination of cylinder guard and angle iron that gives double protection.



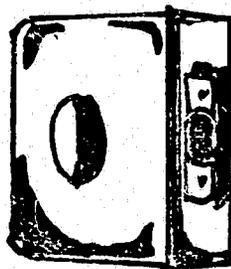
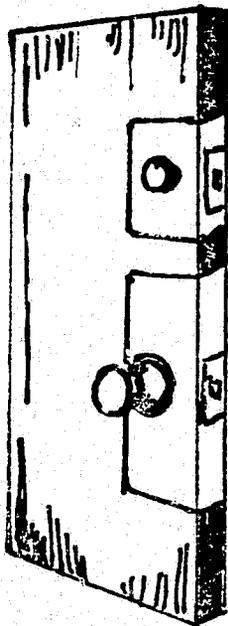
CONTINUED

5 OF 6



OFFSET GUARD PLATES

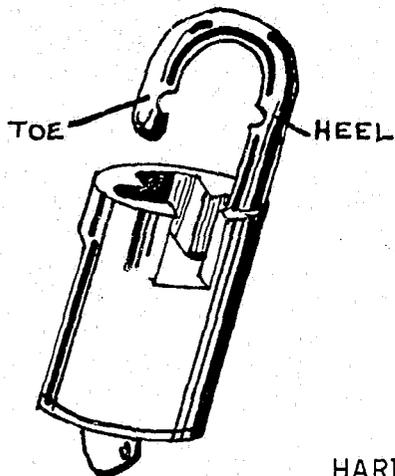
Offset guard plates are to be used on vestibule doors with projecting door casings. For doors that are not flush with the frame, the 14 inch overall length, extends three inches beyond the average lock face, presenting plenty of covered area to frustrate unauthorized forceable entry. Three sizes are available.



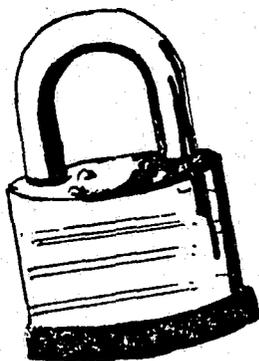
"Install-a-Lock" is made of stainless steel and brass. It is used to install locks and to reinforce doors that have been damaged from attack.

PADLOCKS

ANTI-WEDGE
LOCKING HEEL & TOE

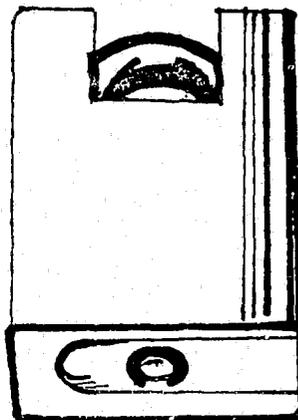
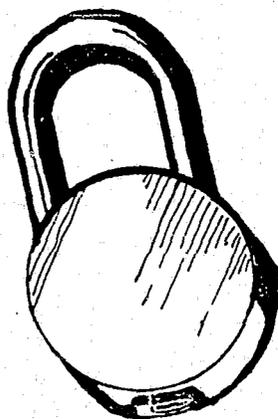


LAMINATED

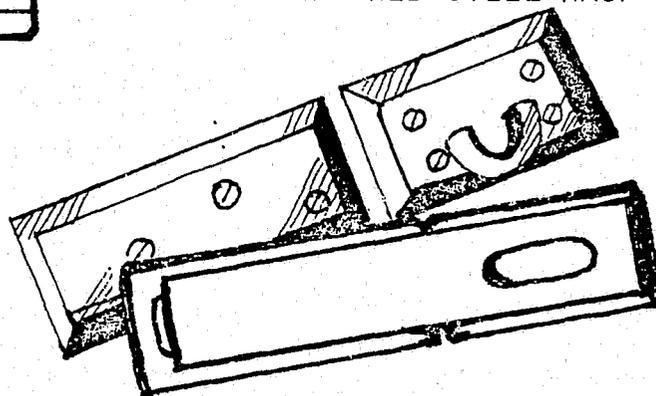


HARDENED BODY WITH
PROTECTED SHACKLE

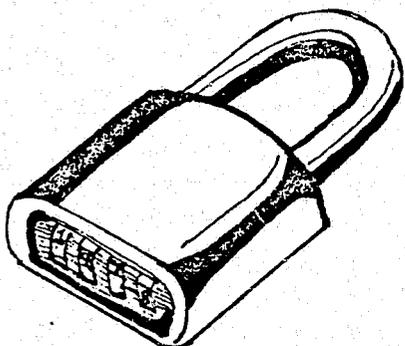
DOUBLE SIDE
PADLOCKS



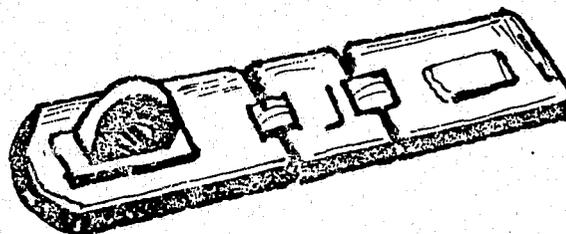
HARDENED STEEL HASP



FOUR NUMBER
COMBINATION



HASP



Padlocks are available to the public in more retail stores than any other type of lock. Padlocks are sold in grocery stores, drug stores, hardware stores, discount stores and even lock shops. The price on padlocks will begin at less than one dollar. The padlock is used for convenience and security. The security padlock has a hardened steel body and a hardened shackle. The shackle should be at least 3/8" in diameter and the shackle must lock at the heel and the toe when it is locked into the body of the lock. The effectiveness of the security padlock depends on the quality of the hasp. Therefore, the hasp must be made of hardened steel. A hardened steel hasp which has been properly installed and a security padlock will provide a substantial amount of security.

GLOSSARY OF TERMS 1/

Active Door: This is the regular operative door in a set of double doors. The other door remains locked in place until it needs to be opened.

Anti-friction Latch: A secondary latch built into the spring latch for the purpose of diminishing the contact pressure of the door and the frame.

Anodized: The coating of metal with a protective film by subjecting it to electrolytic action.

Astragal: The molding which covers the opening between two doors.

Bronze: A compound or alloy of from 2 to 20 parts copper to 1 part tin, which is a metallic substance found in many locks.

Cam: The portion of the cylinder or lock which activates the latch or bolt when the proper key is turned in the keyway. (On some locks the key may act as the bolt.)

Case: The case is the covering over the lock mechanism.

Clevis: A clasp or link for attaching a chain to the shackle of a padlock.

Cremone Bolt: A surface mounted bolt that locks into the top and bottom of the door framing when the knob or handle is turned.

Dead Bolt: The dead bolt is a bolt which automatically locks into place when it is fully thrown. The dead bolt does not have any springs to extend or retract it.

Disc Tumbler: The disc tumbler is a flat metal tumbler which is inserted in slots that are cut through the diameter of the cylinder plug. The disc tumbler is a spring operated tumbler.

Double-throw Lock: The double-throw lock is designed to extend the bolt out through the face plate, approximately one-half the length of the bolt when the key or thumbturn is operated. The bolt will extend out the remainder of the way on the second turn of the key or thumbturn.

1/ Thatcher, Virginia S. Webster Encyclopedic Dictionary.
Chicago: Consolidated Book Publishers.

Exit Device: The exit device is a lock on the door which can be operated from the inside by applying pressure to the bar or handle for passage out of a building.

Flush Bolt: The flush bolt is built into the surface of the door.

Handing of Doors: The handing of doors is the direction the door swings when it is opened. This is determined by opening the door from the outside.

Left Hand Door: The door swings inward and to the left of the operator.

Left Hand Reverse Door: The door swings outward to the left of the operator.

Right Hand Door: The door swings inward and to the right of the operator.

Right Hand Reverse Door: The door swings outward to the right of the operator.

Hasp: A closing device fastened by a padlock consisting of a clasp that passes over a staple or loop.

Heel: The non-removeable end of the shackle.

Hub: The mechanism of a lock, moved or rotated by a knob or handle which retracts the bolt.

Jamb: In the construction of a window or door frame, the part attached vertically.

Latch: The latch is a spring operated lock which is not considered for security.

Locking Dog (Padlock): The locking dog in the padlock is the bolt in the mechanism which secures the shackle in the locked position.

Loiding: This is a method used to retract a spring latch by inserting a shimming device such as celluloid, plastic cards or thin metal between the strike plate and the latch.

Mortise: A hole cut into a door to receive a lock.

Mortise Lock: The mortise lock is designed to be installed in the door where a depression has been made in the door to receive the lock. A close fit is required for proper installation.

Mullion: The mullion is a fixed or moveable vertical post located between the doors of a double door opening. (It is sometimes called a center post.)

One-way Screw: The one-way screw is designed to resist its removal after it has been installed. (One-way screws are manufactured in left and right hand threads.)

Shackle: The moveable part of a padlock that restrains or restricts, when in a locked condition.

Shell: The outside covering of a lock which protects the internal locking mechanism.

Threshold: The bottom construction of a doorsill lying under the door.

Ward Lock: The ward lock is designed with obstacles built into the keyway to prevent the wrong keys from entering the lock.

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INTRODUCTION TO SECURITY SURVEYS

INTRODUCTION TO SECURITY SURVEYS 1/

SECURITY SURVEYS: A POLICE RESPONSIBILITY

The Security Survey as a Crime Prevention Tool

The security survey is the primary tool used in crime prevention to recognize, appraise and anticipate loss potential.^{2/} It is often defined as the backbone of a local crime prevention program. In practice, it combines the security experience, training and education of the local crime prevention officer and focuses it on a single element--the analysis of a physical facility.

The inherent value of the survey has been proven by nearly 300 police departments across the country that have established crime prevention bureaus or units. An even broader endorsement of the survey technique, however, was provided by the National Advisory Commission on Criminal Justice Standards and Goals, which stated that:^{3/}

. . . every police agency should conduct, upon request, security inspections of businesses and residences and recommend measures to avoid being victimized by crime.

In short, the security survey is the tool by which crime prevention officers inform a businessman or homeowner of the particular areas in which his business or home is susceptible to criminal victimization together with steps that can be taken to reduce and minimize that potential. Further, the survey is a tangible document that reflects the efforts of the police not only to be responsive to community needs, but to get the community more directly involved in the criminal justice process.^{4/}

The Security Survey: A Definition

A security survey is an indepth on-site examination of a physical facility and its surrounding property (i.e. industrial plant; business; hospital; other public building; a residence; etc.). The survey is conducted to determine a facility's security

^{1/}The focus of this presentation and many of the ideas presented were provided to Koepsell-Girard and Associates by Wilbur Rykert, Director, National Crime Prevention Institute.

^{2/}Arthur A. Kingsbury, Introduction to Security and Crime Prevention Surveys (Springfield, Ill.: Charles C. Thomas, 1973), p. IX.

^{3/}National Advisory Commission on Criminal Justice Standards and Goals, Report on the Police (Washington, D.C.: U.S. Government Printing Office, 1973), p. 66

^{4/}Ibid, p. 48.

status; to identify deficiencies or security risks; to define the protection needed; and, to make recommendations to minimize criminal opportunity. 1/ Because of several common characteristics, one expert has likened the security survey to the traditional criminal investigation. This comparison hinges primarily on the facts that both techniques are systematic in nature; are aimed at identifying the method of a criminal act; and, are, in effect, more an art than a science. 2/ It should be recognized, however, that the survey has two other advantages. First, it can be undertaken prior to the commission of a crime; and, second, it can offer protection against rather than just remedial action after criminal victimization.

As the survey process matured, standard methods were developed, including the collection of facts; the identification of crime risks; and, the recommendation of measures to reduce or eliminate those risks. With this standardization, the survey process, by definition, has resembled the overall definition of crime prevention:

. . . the anticipation, recognition and appraisal of a crime risk and the initiation of action to remove or reduce it . . .

One noted practitioner, Arthur A. Kingsbury, has gone one step further in defining the crime prevention survey. This step is incisive and brings together the systematic aspects of the definition with a discussion of each of its sub-parts to provide crime prevention officers with a working foundation. The component parts of the security survey as presented by this theorist are as follows: 3/

- The Anticipation of a Crime Risk: The anticipation of a prognosis phase in the survey process is related to the "pre" or "before" idea which underlies the whole concept of crime prevention. That is, by anticipating a crime risk or weakness, the crime prevention officer is in a position to analyze and then recommend steps before problems occur.

1/ Raymond M. Mombiosse, Industrial Security for Strikes, Riots and Disasters (Springfield, Ill.: Charles C. Thomas, 1968), p. 13.

2/ Rykert, "Draft Security Survey Manual", p. 4.

3/ Kingsbury, Introduction to Security and Crime Prevention Surveys, p. 6-7.

- The Recognition of a Crime Risk: The ability to recognize and interpret anticipated crime risks is one of the important skills that a crime prevention officer must develop.
- The Appraisal of A Crime Risk: Analyzing or judging what is evident from information obtained at a survey scene is the element of the definition that becomes an art.
- Initiation of Action to Remove or Reduce A Crime Risk: This element is basically the responsibility of those whom you advise. However, your approach, methods and the validity of your recommendations with regard to cost-effectiveness may have a great deal to do with the implementation of your suggestions.

Crime prevention surveying is, thus, simply an extension of the type of police work that you have been trained to perform. The main difference is "sequence", or the time in the law enforcement process in which you become involved. Investigating crimes has most likely been part of your job--the crime prevention survey will allow you to investigate potential crime sites before the law has been violated.

The Crime Prevention Survey: A Process of Investigation

An important factor in understanding the security survey is that it must be considered as an ongoing process. That is, while a particular survey will result in specific recommendations, each survey--cumulatively speaking--will provide a foundation for future action. In combination, these surveys will provide the data base that can be used in the analysis of the community's crime problems and thereby guide action toward the resolution or reduction of the problem on a community-wide basis.

As a starting point, however, five steps must be used in carrying out the actual survey; while four additional steps must be remembered afterward. These are as follows:

1. The overall environment (i.e. neighborhood, block, etc.) must be analyzed;
2. The general vulnerability of the premises must be assessed;
3. The specific points of vulnerability must be defined;
4. Specific security procedures must be recommended;
5. Recommendations must include specific remedial hardware;
6. Implementation of the recommendations must be urged;
7. Follow up must be provided to insure that recommendations have been implemented;
8. Crime statistics must be kept to evaluate the effect of the survey and the implementation of recommendations; and,
9. A second survey of premises must be conducted if statistical analysis indicates no alteration in criminal activity in the areas surveyed.

The essence of this process is the continued involvement and participation of the police with the community. It must be stressed that once a crime prevention officer has completed a survey, the job is not finished. In fact, if you assume this posture, you may later learn that the recommendations were not implemented and that your work was done in vain. This can easily lead to a loss of community-wide public confidence in the process. Similarly, even in those cases when your recommendations are implemented, additional crime might be experienced. Your attention to this fact coupled with immediate follow-up will also be essential to avoid losing the confidence you gained from the original survey. Through prompt action you will be

in a position to propose additional tactics that may become the final step needed to substantially reduce criminal opportunity. In short, the security survey process is not a "one shot" operation and it is not to be looked upon as a simple, straightforward task. Rather, it is a continuing, difficult, rigorous, yet effective, approach to reducing crime that has heretofore not been systematically applied by police agencies in this country.^{1/}

The Role of the Police In Implementing Crime Reduction Programs Through Security Surveys

At a minimum, there are two ways that you can encourage people to improve their personal and business security. First you can organize, conduct and participate in a broad-based public information and education program that makes use of such media as radio, television, and the press. Second, you can organize, undertake and follow up on a series of "person to person" security surveys. Clearly, both of these techniques have their advantages. However, the security survey has a unique quality that does not exist in the public education program and that provides an added incentive on the part of citizens to implement your recommendations-- that being the personal relationships and respect established during the actual survey by a crime prevention officer.

For example, picture yourself as a businessman or homeowner listening to someone on television recommending that you improve your security by installing better locks or alarm systems. If you are the average citizen and if you listen at all, you might ask yourself such questions as: How insecure am I? Are the locks that I have on my doors adequate? If they are inadequate, what kind of locks should I install? Do I really need an alarm system? What can the police department do for me in terms of making recommendations about security? In short, you would be aware of the possible need for improved security, but you would not know enough of the specifics to warrant real action. Because home and business security is a complicated matter requiring careful analysis and the installation of carefully tailored systems, implementation must be approached in a "visual and personal way". Certainly, public education programs can assist in some aspects of crime prevention (i.e. protection against bunco schemes, auto theft,

^{1/} Rykert, "Draft Security Survey Manual".

personal protection, etc.) but they are not as effective in causing improved security as is personal contact.

Moreover, for the first time, police are placed in a position where they can actually provide a different kind of advice or service that can be offered in an environment where a crisis has not yet occurred--a truly unique and exciting opportunity for police departments and crime prevention officers.^{1/}

PREPARING TO CONDUCT THE SURVEY

Developing A Perspective

To develop a proper perspective and understanding of the types of crimes that you will most frequently be attempting to reduce (i.e. burglaries and larcenies) a review of your work as a police officer will be quite helpful. In addition, the cases of fellow officers as well as your own should be studied to enable you to get a broader feel for the actual conditions in your city and not rely on just your own experience.^{2/}

During this review process, pay particular attention to photographs in the files. Study crime scenes in an effort to identify the type of security device that was defeated. In particular, where doors were used as a point of entry, note if it was of adequate construction; if the door frame was broken or separated; if hardware such as strike plates and door trim was inadequate; and so on. In addition, review photos to determine if lock cylinders were pulled or if door chains fastened to trim molding were simply pulled away to permit easy entrance. If you do not have access to photographs of the crime scenes it would be preferable to visit as many crime scenes as possible. While doing so, photograph security risks you can study later and use as examples in future presentations to community groups.

Moreover, by becoming familiar with the modus operandi of persons committing such crimes as burglary and larceny you will be better equipped to understand potential risk situations and to point them out to potential victims. You may be quite surprised that many of the cases you have investigated were invited by some obvious crime risk hazard that was overlooked by a resident or businessman. You may also be surprised to notice that many additional crime risks existed at a particular

^{1/}Rykert, "Draft Security Survey Manual", Chapter 1, p. 2.

^{2/}Ibid, Chapter 1, p. 4.

crime scene that a burglar could have exploited. Such vulnerability might be an indicator of other crime targets within the community that you should pay particular attention to in your survey work.

The Crime Prevention Officer as a Statistician

To be an effective security surveyor, it will be necessary to develop an intimate knowledge of the crime factors in your community. You may ask, is it necessary for me to become a statistical wizard? Clearly, you will not have to become a statistician, but the more you know and understand about the crime problem, the methods by which crimes in your community take place, and the security devices and systems that were defeated in the process, the better you will be equipped to analyze the potential crime for risk loss in surveying a home or business. Also, it will be necessary to develop a thorough understanding of the types of figures used to describe the crime problem within your community. For example, what are the actual numbers as well as the comparative relationships of major property crimes in your community (i.e. breaking and entering vs larceny vs auto theft vs bicycle theft vs robbery?).

In addition to the general types of crimes that occur in your community, it will be necessary to develop an understanding of the details of particular types of offenses. For example, with regard to residential burglary you should be familiar with the types of burglaries and approaches used in particular sections of the community. Similarly, with regard to commercial burglaries, you should attempt to identify whether they are concentrated primarily on drug stores, hardware stores, jewelry stores, supermarkets, and so on.

On the surface, it might appear as if this would be a monumental task. However, in terms of burglaries, for example, you might pull the files for the last month and carry out the following steps: 1/

- tally the number of times entry was made through the front door, rear door or through a window;

1/ Rykert, "Draft Security Survey Manual", Chapter 2, p. 3.

- identify the approach used for entry; i. e. through brute force either by kicking the lock or throwing a shoulder through the door, jimmying, etc.;
- when entry was made through a window, determine how often the window was broken, removed, or a mechanism was used to force the latch;
- attempt to determine whether security devices were used in residences such as alarms, special lighting or other systems; and,
- identify the general escape route of the burglar; i. e. down a back alley, through a school yard, and so on.

Clearly, in developing an understanding of the modus operandi of crimes, statistics that illustrate exactly what is happening in your community will be a valuable tool. Not only will you be able to use this information in explaining crime risks while you are surveying the site, but it will be invaluable in making public presentations.

Other Keys to Being An Effective Surveyor

Only when you have developed the ability to visualize the potential for criminal activity will you have become an effective crime scene surveyor. This ability is the part of the process that was referred to earlier as an art. Nonetheless, it is important that when you arrive on a survey site, you are prepared to give a property owner sound advice on the type of security precautions he should consider.

In summary, to be a good crime prevention surveyor, you will have to be a good investigator. You must understand that criminal's method of operation and the limitations of standard security devices. In addition, you must be knowledgeable about the type of security hardware necessary to provide various degrees of protection. Finally, do not forget the wealth of knowledge provided in this notebook and in other lessons and materials. Although it will be infrequent that you will need to call on

all these resources, by having additional information at your fingertips, it will be much easier for you to recommend reasonable and implementable steps to the businessman or homeowner.

CONDUCTING SECURITY SURVEYS

Developing A Survey Program

Because your entire community cannot be surveyed at the outset of your program and if it is a large city, it is likely that not all business and residences will ever be surveyed, it is important to develop a plan and priorities for the surveys. For example, a first step might identify areas that have suffered above average incidences of burglary, larceny, etc. Next, merchants and residents in the target areas should be notified at least one week in advance that the surveys will be conducted. The notification should also include instructions on how to prepare for the survey, the date and time of the visit and a detailed explanation of the security service that will be offered.^{1/}The general announcement should also indicate your approach to conducting the survey. That is, if you intend to survey a particular part of the community and approach each owner separately this should be pointed out. In addition, if the reason for selecting a particular target area to be surveyed is based on a rash of crimes in that area, and if the survey technique will be used as a follow up as well as a protective measure, these facts should also be pointed out to all those concerned.^{2/}

When entering a target area to perform surveys, proper identification is important. As a matter of course, you should identify yourself as an authorized crime prevention officer representing your local law enforcement agency. Experience has shown that unscrupulous persons have attempted to impersonate crime prevention personnel for purposes of conducting "security surveys" that sometimes lead to crimes. Other impersonators have actually been salesmen of security hardware. Thus, when approaching a resident or businessman, you should always present proper identification when introducing yourself that shows you to be a member of the (local) department. You should also

^{1/} California Council on Criminal Justice, Selected Crime Prevention Programs in California (Sacramento: California Council on Criminal Justice, 1973), p. 40.

^{2/} National Crime Prevention Institute, Security Survey (Louisville: National Crime Prevention Institute, undated, p. 2

impress on every citizen the necessity for requiring positive identification from all persons representing themselves as crime prevention officers.^{1/} A number of persons have indicated that a department-issued police shield and identification card should be used as the minimum identification. In addition, when arriving at a survey site if you feel the least bit of uncertainty or uneasiness on the part of the owner or occupant as to your intension or authority, suggest that they telephone the department for verification.

Finally, if you sense reluctance on the part of a resident or businessman to submitting to the survey, do not force the issue. Rather, advise them about the advantages of the survey. This, in most cases, will prompt cooperation.

When you arrive at a survey site, even if the visit has been pre-scheduled and pre-arranged, it will not be unusual to find the facility unoccupied. In such cases, simply leave a calling card and a message explaining that you had come to perform the survey, including a telephone number that can be called to schedule another visit.^{2/}

When scheduling surveys at commercial or industrial establishments be certain to secure clearance from the owner and/or manager. If when arriving on the scene this person is not available or if you have been unable to pre-arrange necessary clearance, inform whomever is in charge of your purpose and have the manager or owner contact you at his convenience.

General Assessment of the Environment

An important step in the survey process is assessing the environment of a residence or commercial establishment to determine why it might be selected by a criminal as a crime target. In approaching this question three features of the site should be investigated: ready access to the property or facility; an opportunity to enter the premises and to remove the desired goods; and, a secure and convenient escape route. Bearing these features in mind as you survey the site, you should be aware of such things as: ^{3/}

- The amount of vehicular and pedestrian traffic moving back and forth in front of the site;

^{1/}Travis Froehlich Associates, Student Study Guide: Short Course in Crime Prevention (Austin:Travis Froehlich Associates, 3-74) p.VI

^{2/}California Council on Criminal Justice, p. 40.

^{3/}Rykert, "Draft Security Survey Manuals", Chapter 3, pp. 2-5.

- The existence of pathways and short streets where a criminal could park his car and remain generally unobserved;
- The degree to which either adults or children pay attention to your presence;
- The possibilities that exist to approach the site from the rear without being observed, such as through woods or a drainage ditch covered with brush;
- The fencing around the site;
- The type of street lighting available in the area;
- The prevalence of dogs in the community for purposes of security or as pets; and,
- The general socio-economic characteristics of the neighborhood.

By taking note of these features, it will be easier to visualize the thought process a criminal would use in approaching the site. As a result, the security measures you recommend will be practical and will be easier to explain to the resident or businessman.

General Assessment of Premises Vulnerability

Just as you will assess the general environment of a survey site, it will be helpful to take note of features on the exterior of a survey site that appear to make a facility vulnerable to criminal victimization. Although many of these seem basic, a brief review is presented to serve as a working checklist. For example, does a home clearly appear unoccupied:^{1/}

- Are the windows shut and shades drawn;
- Is mail collecting in the mailbox or are newspapers collecting at the front door; and
- Is the lawn in desperate need of mowing.

^{1/} Rykert, Chapter 4, pp. 5-7.

At commercial sites:

- Are fences broken down;
- Are show windows covered with posters and announcements in a way that minimizes seeing into or out of the windows:
- Are lights that surround property burned out or not in use; and,
- Are there low windows, fire escapes and entries to the roof visible from a distance.

Assessment of these indicators will eqipt you to have a more thorough understanding of security factors that may attract potential criminals and to be more precise and responsive to your security recommendations.

Evaluating Specific Crime Sites

The circumstances surrounding each security survey will be unique and different from all others. This will be particularly true with commercial and business surveys. As a result, it is difficult to establish a universal checklist or model security form that is applicable in all situations. Nonetheless, there are general topics that should be considered in both commercial and residential surveys. The task you will face when arriving at your department will be to design survey instruments that are best suited to the particular needs of your community.

AFTER THE PHYSICAL SURVEY

Written Reports and Recommendations

Early in this discussion, the security survey was likened to a criminal investigation. This analogy becomes useful once

again when the survey has been completed. This is, at the conclusion of both the survey and the criminal investigation a written report is prepared which highlights findings and conclusions. A key difference between the reports, however, is the audience to which they are directed. The criminal investigation report, for example, is designed solely as a tool for use within the police structure. The security survey report is designed as both an internal and an external tool.

Internally, the security survey reports become part of a permanent file. The reports are then used as a checklist when crime prevention officers follow up on surveys to determine if recommendations have been implemented. In cases when a surveyed home is victimized, the reports are used, for example, to determine if the point of entry was through a security risk brought to the attention of a homeowner and if recommendations to reduce that risk had been implemented. The reports are also used to determine if the break in was made possible through a risk not identified by the crime prevention officer. If this is the case, it can be duly noted so that the basic survey technique can be modified and improved.

As an external tool the survey report also serves a number of purposes. Either by directly mailing the report to the surveyed party, or by preparing a letter based on the report,¹ it can: ²

- assist in motivating the recipient to take action to minimize the crime risk;
- provide an approach or plan that the recipient can use as a "frame of reference" for taking action;
- firm up or change the opinion of the recipient with regard to the level of criminal opportunity at the site;
- establish a channel of communications between the crime prevention unit and the property owner; and, it can
- provide the recipient with a benchmark or measuring stick with which he can evaluate the steps he takes in attempting to secure his property from crime.

¹It has been found in some cities that the use of a personal letter, based on the findings of the survey report, is more effective a tool in encouraging implementation than is the technique of simply forwarding a copy of a dry, impersonal police security report.

²Kingsbury, p. 223.

Even more significantly, however, is the impact the survey process can have on a community. For example, Kingsbury notes that the influence a surveyor exercises directly and indirectly throughout a survey will have results far beyond the scope of written recommendations. For this reason it is imperative that each survey be written in a professional and responsible manner.

Consistent with this attitude, you are encouraged as crime prevention officers to conduct surveys and prepare reports in a straightforward manner that allows for a clear understanding of findings and recommendations. In short, it is suggested that surveys include at least six sections, as follows:

- Introduction
- Identification of site
- Perimeter barriers
- Exterior barriers
- Internal controls
- Conclusion

The basics of these six sections are described in the following outline.

SURVEY OUTLINE

INTRODUCTION

- A. Date of Survey
- B. Site Information
 - 1. Address
 - 2. City/County, State
 - 3. Telephone Number
- C. Name of Person Requesting Survey
- D. Time Factor
 - 1. Time Survey started
 - 2. Time Survey completed

E. Name of Surveyor

F. Names of Survey Party (other officers)

IDENTIFICATION OF SITE

A. External Environment

1. Nearby traveled streets
2. Surrounding area that would discourage/encourage crime
 - a) Private residences
 - b) Businesses (late hour)
 - c) Wooded areas
 - d) Open fields
 - e) Socio-economics of surrounding community

B. Dimensions of Building

C. Exterior Parking

PERIMETER BARRIERS

A. Exterior Lighting (east, west, north, south)

1. Existing exterior lighting
2. Recommendations

B. Fences, shrubs, or natural barriers (east, west, north, south)

1. Existing fences and breast work
2. Recommendations

C. Alarms

D. Other

EXTERIOR BARRIERS

A. Doors (east, west, north, south)

1. Solid/Hollow Core
2. Locks

3. Hinges
4. Viewer
5. Frame
6. Garage Door
7. Door - garage to house
8. Glass Door
9. Other
10. Recommendations

B. Windows (east, west, north, south)

1. Locks
2. Pinned
3. Other
4. Recommendations

C. Walls (east, west, north, south)

1. Composition
2. Vents and ducts
3. Other
4. Recommendations

D. Roof

1. Composition
2. Vents and ducts
3. Skylight
4. Other
5. Recommendations

E. Floor

1. Concrete foundation
2. Post/lift foundation
3. Other
4. Recommendations

F. Other entrance/exit to interior of building

G. Outside storage areas

INTERIOR CONTROLS

A. Interior doors

B. Interior locks

C. Alarm Systems

D. Safe

E. Recommendations

F. Retail Security

1. Shoplifting
2. Checks and Credit Cards
3. Armed Robbery
4. Money Transfer
5. Employee Training
6. Store Policies and Procedures
7. Other
8. Recommendations

G. Breakdown of individual areas in store for point security

1. Guns
2. High value items
3. Other
4. Recommendations

H. Operation Identification

I. Key Control

CONCLUSION

In the three areas of perimeter barriers, exterior barriers, and interior controls, the crime prevention officer should state the positive, as well as the negative, aspects of the buildings security. The crime prevention officer should also realize that all recommendations should be realistic in nature.

Following the discussion of each element surveyed, specific recommendations should be set forth. That is, before going on to another topic you should make recommendations to minimize identified crime risks. In presenting your recommendations you should consider two levels of detail. First, you should describe the minimum steps that should be taken to correct

security hazards. Second, you should recommend the optimum steps which might be taken to secure the site. By providing this choice, practice has shown that implementation potential is significantly enhanced.

Though the survey presented in the previous pages was in an outline form, it is recommended that the survey be submitted in a narrative form. Though submitted in a narrative form, the survey should be broken down into at least the six separate sections stated above. The use of checklist forms as formal submitted surveys should be used only upon approval of the individual police agencies. As you gain experience as a crime prevention officer, this tailoring process will eventually become second nature.

Two other points should be remembered, however. First, you should present your findings and recommendations to the individual who requested or authorized the survey. Second, the presentation of the findings should be made as quickly as possible after the survey. Only in this way can you take fullest advantage of the interest and enthusiasm created by the "personal" survey.^{1/}

Continuing Involvement in the Police in the Crime Prevention Survey Process

After you have completed a survey and submitted final recommendations you should not assume that your job is finished. In fact, there are at least three additional steps you may wish to take. First, it has been found by many experts in the field that a follow up to the initial survey is valuable in insuring that survey findings were understood and implemented. That is, some of the findings that were presented in the report, although clear to you, may be confusing to the recipient. Thus, by returning to the scene and reviewing the report with the recipient, the potential for implementation will be further enhanced. In addition, by returning to the site, the renewed enthusiasm created by your physical presence may move the respondent to implement some of the suggestions he was less than excited about or didn't take the time to do after receiving the report.

^{1/} Kingsbury, Introduction to Security and Crime Prevention Reports, pp. 226-228 and comments of Wilbur Rykert.

A second step you should consider after completing a survey is to correlate new statistics of crimes against properties that were involved in the survey process. This is, after identifying targets and performing surveys, it may be of value to develop information on the actual effect your efforts have had in reducing criminal victimization. Although it may be time consuming to develop and maintain such statistics, their value in judging the worth of the crime prevention program is extremely important. This information can also serve to show the community, your chief, and the political leaders of your jurisdiction that the program is a valuable and effective tool against crime.

Finally, in the event that a surveyed property is victimized, the owner requests an additional survey, and/or you note that the crime patterns in the area are increasing, it may be wise to initiate a "re-survey" of particular sites. Of course, when you re-survey the site, you can also check on the property owner's implementation of your original recommendations and may also find additional violations or security risks that you did not originally note. It must be remembered, however, that re-surveys should be conducted with the same vigor as initial surveys. In fact, the re-survey may be even more complete because of the added skills and experience you will have gained. 1/

Tangible Results of a Security Survey Program

The following article which appeared in an early issue of the National Crime Prevention Institute newsletter is presented in its original form to provide an actual example of the success that a security survey program can bring to a department and the crime prevention unit. The title of the article was "Premises Surveys Show Results" and it read as follows: 2/

The premises survey program of the St. Louis Police Department has been operating for a year now and Sergeant Eugene Broaders reports some good results.

After conducting over 1,000 surveys, Sgt. Broaders reports a 4 percent reduction in business burglaries from a year ago.

1/Rykert, "Draft Security Survey Manual".

2/National Crime Prevention Institute, "Premises Surveys Show Results," Bulletin, Vol. 1, No. 3 (Louisville: National Crime Prevention Institute, December, 1972), p.2.

A recent re-check of the 48 businesses surveyed last January showed three had complied totally with the recommendations, 18 had complied in part and 13 had installed burglar alarms.

The city's police department now has 10 portable burglar alarms for use in small businesses that have been frequently burglarized. The alarms are connected to telephone lines. During 1973, Sgt. Broaders hopes to get 25 new radio-transmitted units for similar use.

In addition to conducting regular business surveys, the St. Louis crime prevention unit has been asked to help the Small Business Administration by conducting security surveys on businesses applying for federally guaranteed loans.

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APPENDIX

(Sample Letter)

September 19, 1977

John Doe
163 Smith Street
Anywhere, Washington 98000

Dear Mr. Doe:

Please find enclosed your copy of the Security Survey that was conducted at your business. The recommendations for improving the security of your business are only suggestions; however, any that you feel you can implement will increase the security of your business.

If you should have any questions regarding this survey, please feel free to call the Crime Prevention Unit, Anywhere Police Department, 844-1111, extension 8.

We should like to take this opportunity to thank you for your time and cooperation in helping our "fight against crime" in the City of Anywhere.

Sincerely,

Joe Doakes
Crime Prevention Unit
Anywhere Police Department

JD:hs

(Sample Letter)

September 19, 1977

John Doe
163 Smith Street
Anywhere, Washington 98000

Dear Mr. Doe:

There is no other situation so frustrating as the one where you open your establishment for business only to find that you have been the victim of a burglary.

The chance of your business being burglarized is greater today than it has ever been. The FBI's Uniform Crime Report tells us that the crime rate is increasing with each year.

The Anywhere Police Department has patrolmen on duty 24 hours each day patrolling your business; however, calls for services, reports, and such, limit his preventive patrol time. The Anywhere Police Department has initiated a new program to combat crime, "Crime Prevention." The Crime Prevention Unit informs the public of ways to improve the security of their property, thus preventing crime. One way in which this is accomplished is by a "security survey of your business." At your request, a representative from the Crime Prevention Unit will conduct a survey of your building and furnish you with a written reply outlining crime risks found. Recommendations on improving or removing these crime risks will also be furnished. Compliance with these recommendations is strictly on a voluntary basis.

Sincerely,

Joe Doakes
Crime Prevention Unit
Anywhere Police Department

JD:hs

(Sample Letter)

September 19, 1977

John Doe
163 Smith Street
Anywhere, Washington 98000

Dear Mr. Doe:

The Anywhere Police Department recently made a security survey of your building.

In the near future a representative of the department will contact you for the purpose of determining what, if any, of the recommended security measures have been made.

This is a very important part of the Crime Prevention program. It will give us valuable information for a continued long range plan.

The increased security of some buildings has already proven effective in preventing burglaries. There have been attempts that would have been successful before security was increased.

We appreciate your interest in this program and look forward to the time when Anywhere will be recognized as a city where crime does not pay.

Sincerely,

Joe Doakes
Crime Prevention Unit
Anywhere Police Department

JD:hs

COMMERCIAL SECURITY SURVEY

SURVEY NUMBER _____ BUSINESS NAME _____
 OWNER/MANAGER _____ BUSINESS PHONE _____
 BUSINESS ADDRESS _____ HOME PHONE _____
 SURVEY DATE(S) _____ HOURS: FROM _____ To _____
 TYPE OF GOODS OR SERVICE _____
 OFFICER(S) _____ REQUESTED BY _____

TYPE(S) OF SECURITY PROBLEMS(S) INDICATED, IF ANY:

BURGLARY <input type="checkbox"/>	ARMED ROBBERY <input type="checkbox"/>	INTERNAL <input type="checkbox"/>
THEFT <input type="checkbox"/>	CHECKS <input type="checkbox"/>	EXTERNAL <input type="checkbox"/>
VANDALISM <input type="checkbox"/>	OTHER <input type="checkbox"/>	NO SPECIFIC PROBLEM <input type="checkbox"/>

PHYSICAL:

PERIMETER <input type="checkbox"/>	BUILDING <input type="checkbox"/>	INTERNAL <input type="checkbox"/>
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NAMES OF PERSONNEL TO CALL IN CASE OF EMERGENCY:

NAME _____	ADDRESS _____	PHONE _____
NAME _____	ADDRESS _____	PHONE _____
NAME _____	ADDRESS _____	PHONE _____

SITE DESCRIPTION: _____

OPERATIONAL SURVEY PROBLEMS, IF ANY: _____

PERIMETER AREA	COMMENTS
A. LIGHTING	
1. FRONT AREA G F P	_____
2. REAR AREA G F P	_____
3. RIGHT SIDE G F P	_____
4. LEFT SIDE G F P	_____

RECOMMENDATIONS _____

G - GOOD F - FAIR P - POOR * - HIGH PRIORITY

CRIME PREVENTION SURVEY

File No. _____

Case No. _____

BUSINESS NAME _____ TYPE OF GOODS _____

ADDRESS _____ PHONE: BUSINESS _____ HOME _____

MANAGER'S NAME _____ OFFICER (S) _____

SURVEY DATE(S) _____ SURVEY BASED ON: _____

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NOTE: 1--Adequate , 2-- Inadequate 3--Comments

CONTROL

CRIME PREVENTION SURVEY

FILE No. _____

SURVEY DATE(s) _____ OFFICER(s) _____

SURVEY BASED ON _____ FOLLOW-UP SURVEY DATE _____
by request/patrolman

RENTING OR OWN PROPERTY _____ TYPE OF SURVEY _____
Commercial/residential

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<p>V. Building (Right Side)</p> <table style="width:100%; border-collapse: collapse;"> <tr> <td>a. Doors.....</td> <td>_____</td> <td>_____</td> <td>_____</td> <td>_____</td> </tr> <tr> <td>b. Locks.....</td> <td>_____</td> <td>_____</td> <td>_____</td> <td>_____</td> </tr> <tr> <td>c. Windows.....</td> <td>_____</td> <td>_____</td> <td>_____</td> <td>_____</td> </tr> <tr> <td>d. Vents.....</td> <td>_____</td> <td>_____</td> <td>_____</td> <td>_____</td> </tr> <tr> <td>e. Lighting.....</td> <td>_____</td> <td>_____</td> <td>_____</td> <td>_____</td> </tr> <tr> <td>f. Hinges.....</td> <td>_____</td> <td>_____</td> <td>_____</td> <td>_____</td> </tr> </table>	a. Doors.....	_____	_____	_____	_____	b. Locks.....	_____	_____	_____	_____	c. Windows.....	_____	_____	_____	_____	d. Vents.....	_____	_____	_____	_____	e. Lighting.....	_____	_____	_____	_____	f. Hinges.....	_____	_____	_____	_____	<p>VI. Roof</p> <table style="width:100%; border-collapse: collapse;"> <tr> <td>a. Doors.....</td> <td>_____</td> <td>_____</td> <td>_____</td> <td>_____</td> </tr> <tr> <td>b. Locks.....</td> <td>_____</td> <td>_____</td> <td>_____</td> <td>_____</td> </tr> <tr> <td>c. Skylights.....</td> <td>_____</td> <td>_____</td> <td>_____</td> <td>_____</td> </tr> <tr> <td>d. Vents/Ducts.....</td> <td>_____</td> <td>_____</td> <td>_____</td> <td>_____</td> </tr> <tr> <td>e. Lighting.....</td> <td>_____</td> <td>_____</td> <td>_____</td> <td>_____</td> </tr> <tr> <td>f. Hinges.....</td> <td>_____</td> <td>_____</td> <td>_____</td> <td>_____</td> </tr> <tr> <td>g. Windows.....</td> <td>_____</td> <td>_____</td> <td>_____</td> <td>_____</td> </tr> </table>	a. Doors.....	_____	_____	_____	_____	b. Locks.....	_____	_____	_____	_____	c. Skylights.....	_____	_____	_____	_____	d. Vents/Ducts.....	_____	_____	_____	_____	e. Lighting.....	_____	_____	_____	_____	f. Hinges.....	_____	_____	_____	_____	g. Windows.....	_____	_____	_____	_____					
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<p>VII. Building Interior</p> <table style="width:100%; border-collapse: collapse;"> <tr> <td>a. Night Lights...</td> <td>_____</td> <td>_____</td> <td>_____</td> <td>_____</td> </tr> <tr> <td>b. Interior Doors.</td> <td>_____</td> <td>_____</td> <td>_____</td> <td>_____</td> </tr> <tr> <td>c. Interior Locks.</td> <td>_____</td> <td>_____</td> <td>_____</td> <td>_____</td> </tr> <tr> <td>d. Interior Hinges</td> <td>_____</td> <td>_____</td> <td>_____</td> <td>_____</td> </tr> <tr> <td>e. Drapes, Blinds, Shades, etc....</td> <td>_____</td> <td>_____</td> <td>_____</td> <td>_____</td> </tr> </table>	a. Night Lights...	_____	_____	_____	_____	b. Interior Doors.	_____	_____	_____	_____	c. Interior Locks.	_____	_____	_____	_____	d. Interior Hinges	_____	_____	_____	_____	e. Drapes, Blinds, Shades, etc....	_____	_____	_____	_____	<p>VIII. SPECIAL NOTE</p> 																																													
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* NOTE: 1-Adequate; 2-Inadequate; 3-Comments; 4-Were recommendations carried out
N/A- Not Applicable

IX. Safes	*1	2	3	4	X. Cash & Deposit	*1	2	3	4
a. Anchored.....	_____	_____	_____	_____	a. Excess in safe.....	_____	_____	_____	_____
Visible.....	_____	_____	_____	_____	b. Excess in register....	_____	_____	_____	_____
Lighted.....	_____	_____	_____	_____	c. Other Locations.....	_____	_____	_____	_____
d. Decals.....	_____	_____	_____	_____	d. Armored car.....	_____	_____	_____	_____
e. Locks Operable.....	_____	_____	_____	_____	e. Checks Policy.....	_____	_____	_____	_____
f. Date Combination					f. Employee(s).....	_____	_____	_____	_____
Changed.....	_____	_____	_____	_____					
g. Alarmed.....	_____	_____	_____	_____					

<p>XI. Employee Training</p> <p>a. Shoplifting.... _____</p> <p>b. Robbery..... _____</p> <p>c. Till Tap..... _____</p> <p>d. Short Change... _____</p> <p>e. Checks Policy.. _____</p>	<p>XIII Key Control</p> <p>a. Number exterior keys..... _____</p> <p>b. Number ex-employees with keys..... _____</p> <p>c. Date locks changed or re keyed..... _____</p> <p>d. Number employees opening and closing..... _____</p>
<p>XII. Employee Screening</p> <p>a. Previous Employers..... _____</p> <p>b. Neighbors..... _____</p> <p>c. Polygraph..... _____</p>	

<p>XIV. Alarms</p> <p>a. Intrusion.....</p> <p> front..... _____</p> <p> left side..... _____</p> <p> rear..... _____</p> <p> right side..... _____</p> <p> roof..... _____</p> <p> traps..... _____</p> <p> safe..... _____</p>	<p>b. Perimeter..... _____</p> <p>c. Robbery..... _____</p> <p>d. Fire..... _____</p> <p>e. Audible..... _____</p> <p>f. Central Station..... _____</p> <p>g. Police Department..... _____</p> <p>h. Other (describe)..... _____</p> <p>i. System last tested on. _____</p> <p style="text-align: right;">(date)</p>
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ALARM COMPANY-INSTALLATION AND MAINTENANCE:

NAME _____ ADDRESS _____

PHONE _____

XV. ADDITIONAL COMMENTS

*NOTE: 1-Adequate; 2-Inadequate; 3-Comments; 4-Were recommendations carried out
 N/A- Not Applicable

B. PHYSICAL BARRIERS

COMMENTS

- 1. FENCE/MATERIAL G F P
- 2. LOCKS/CHAINS G F P
- 3. DEBRIS/OBSTRUCTIONS G F P
- 4. POLICE ACCESS G F P

RECOMMENDATIONS

C. SPECIAL PROBLEMS

COMMENTS

- 1. EMPLOYEE PARKING G F P
- 2. SPECIAL SECURITY G F P
- 3. OCCUPATIONAL PROBLEMS G F P

RECOMMENDATIONS

II. BUILDING AREA

COMMENTS

A. BUILDING FRONT

- 1. DOORS G F P
- 2. LOCKS G F P
- 3. WINDOWS G F P
- 4. VENTS G F P
- 5. LIGHTING G F P
- 6. SPECIAL DOORS G F P

RECOMMENDATIONS

B. BUILDING REAR

COMMENTS

- 1. DOORS G F P
- 2. LOCKS G F P
- 3. WINDOWS G F P
- 4. VENTS G F P
- 5. LIGHTING G F P
- 6. SPECIAL DOORS G F P

RECOMMENDATIONS

C. BUILDING RIGHT SIDE

COMMENTS

- 1. DOORS G F P
- 2. LOCKS G F P
- 3. WINDOWS G F P
- 4. VENTS G F P
- 5. LIGHTING G F P
- 6. SPECIAL DOORS G F P

RECOMMENDATIONS

COMMENTS

BUILDING LEFT SIDE

- 1. DOORS G F P
- 2. LOCKS G F P
- 3. WINDOWS G F P
- 4. VENTS G F P
- 5. LIGHTING G F P

RECOMMENDATIONS

COMMENTS

E. BUILDING OTHER

- 1. ROOF G F P
- 2. OUT BUILDINGS G F P
- 3. TREES & SHRUBS G F P
- 4. PERMANENT LADDERS G F P
- 5. LOADING DOCKS G F P
- 6. VISIBILITY G F P

RECOMMENDATIONS

COMMENTS

INTERNAL

A. KEY CONTROL

- 1. NUMBER OF MASTERS G F P
- 2. NUMBER OF CHANGE KEYS G F P
- 3. SPARE KEY SYSTEM G F P
- 4. SPECIAL KEY PROBLEMS G F P
- 5. EMPLOYEE LOST KEYS G F P

RECOMMENDATIONS

COMMENTS

B. EMPLOYEE TRAINING

- 1. SHOPLIFTING G F P
- 2. CHECKS G F P
- 3. OPENING & CLOSING PROCEDURES G F P
- 4. TILL TAPPING G F P
- 5. SHORT CHANGE G F P
- 6. CREDIT CARD G F P
- 7. ROBBERY G F P
- 8. SPECIAL TRAINING (LIST) G F P

RECOMMENDATIONS

G - GOOD

F - FAIR

P - POOR

* - HIGH PRIORITY

COMMENTS

C. SHIPPING, RECEIVING,
& PURCHASING

G F P _____

RECOMMENDATIONS _____

COMMENTS

D. CASH CONTROL

G F P _____

RECOMMENDATIONS _____

G - GOOD

F - FAIR

P - POOR

* - HIGH PRIORITY

ADDITIONAL PROBLEMS

1. EMPLOYEE SCREENING
2. OFFICE MACHINES - REPAIRING, SECURING, ETC.
3. INTERNAL AREAS REQUIRING SPECIAL CARE
4. SPECIAL OPERATIONAL PROBLEMS
5. FIRE EQUIPMENT
6. ATTACHMENTS/DIAGRAMS
7. PROPERTY MARKED & REGISTERED
8. SAFE
9. ALARMS & TYPES

YES NO EXPLAINED

YES	NO	EXPLAINED

ADDITIONAL RECOMMENDATIONS

ITEM

RECOMMENDATIONS

ITEM	RECOMMENDATIONS

THE ARLINGTON POLICE DEPARTMENT COMMENDS YOU FOR TAKING THE FIRST STEP IN THE PREVENTION OF CRIME, BY ALLOWING US TO CONDUCT A SECURITY SURVEY. THE TASK IS NOT COMPLETE UNLESS YOU IMPLEMENT THE SUGGESTIONS RECOMMENDED. CRIME PREVENTION IS EVERYONE'S RESPONSIBILITY. IF WE CAN BE OF ANY FURTHER SERVICE TO YOU, PLEASE CALL YOUR CRIME PREVENTION SURVEY OFFICER.

OFFICER'S SIGNATURE

CRIME PREVENTION CHECKLIST
FOR BUSINESS PLACES

EXTERIOR

1. Are all of the points where a breakin might occur lighted by street lights, signs or your own "burglar" lights? Yes ___ No ___
2. Have you protected blind alleys where a burglar might work unobserved? Yes ___ No ___
3. Are piles of stock, crates or merchandise placed so as not to give burglars hiding places? Yes ___ No ___
4. Are windows protected under loading docks or similar structures? Yes ___ No ___
5. Have the weeds or trash adjoining your building been cleared away? Yes ___ No ___
6. If a fence would help your protection, do you have one? Yes ___ No ___
7. Is your fence high enough or protected with barbed wire? Yes ___ No ___
8. Is your fence in good repair? Yes ___ No ___
9. Is your fence fixed so that an intruder cannot crawl under it? Yes ___ No ___
10. Are boxes, materials, etc., that might help a burglar over the fence placed a safe distance from the fence? Yes ___ No ___
11. Are the gates solid and in good repair? Yes ___ No ___
12. Are the gates properly locked? Yes ___ No ___
13. Are the gate hinges secure? Yes ___ No ___
14. Have you eliminated unused gates? Yes ___ No ___
15. Have you eliminated danger from poles or similar points OUTSIDE the fence that would help a burglar over? Yes ___ No ___
16. Have you protected solid brick or wood fences that a burglar could climb and then be shielded from view? Yes ___ No ___
17. Do you check regularly to see that your gates are locked? Yes ___ No ___
18. Do you regularly clean out trash or weeds on the outside of your fence where a burglar might be concealed? Yes ___ No ___

DOORS

19. Have you secured all unused doors? Yes ___ No ___
20. Are door panels strong enough and securely fastened in place? Yes ___ No ___
21. Is the glass in back doors and similar locations protected by wire or bars? Yes ___ No ___
22. Are all of your doors designed so that the lock cannot be reached by breaking out glass or a light-weight panel? Yes ___ No ___
23. Are the hinges so designed or located that the pins cannot be pulled? Yes ___ No ___
24. Is the lock bolt so designed or protected that it cannot be pushed back with a thin instrument? Yes ___ No ___

25. Is the lock so designed or the door frame built so that the door cannot be forced by spreading the frame? Yes ___ No ___
26. Is the bolt protected or constructed so that it cannot be cut? Yes ___ No ___
27. Is the lock firmly mounted so that it cannot be pried off? Yes ___ No ___
28. Is the lock a cylinder type? Yes ___ No ___
29. Are your locks in good working order? Yes ___ No ___
30. Are the set screws holding the cylinders firmly in place? Yes ___ No ___
31. Are your keys in the possession only of trusted persons? Yes ___ No ___
32. Do you have your keys issued only to persons who actually need them? Yes ___ No ___
33. Do your doors with panic locks have auxiliary locking mechanisms for use when the building is not occupied? Yes ___ No ___
34. Do you lock your padlocks in place when the door is unlocked? Yes ___ No ___
35. Are the padlock hasps installed so that the screws cannot be removed? Yes ___ No ___
36. Are the hasps heavy enough? Yes ___ No ___
37. Are they of a grade of steel that is difficult to cut? Yes ___ No ___
38. Are they mounted so that they cannot be pried or twisted off? Yes ___ No ___

WINDOWS

39. Are easily accessible windows protected by heavy screens or bars? Yes ___ No ___
40. Are unused windows permanently closed? Yes ___ No ___
41. Are your bars or screens mounted securely? Yes ___ No ___
42. Do you use the trick of piling heavy merchandise in front of windows not needed for light or ventilation? Yes ___ No ___
43. In the case of windows not protected by bars or alarms, do you keep the windows locked or shuttered? Yes ___ No ___
44. Are the window locks so designed or located that they cannot be opened by just breaking the glass? Yes ___ No ___
45. Have you protected ALL of your seldom used windows, small windows or windows located in locations that you do not notice but that a burglar might? Yes ___ No ___
46. If you leave valuable merchandise in display windows, do you protect it with grills or similar devices? Yes ___ No ___
47. Do you remove valuable merchandise from unprotected display windows at night? Yes ___ No ___
48. Have you considered the use of glass brick in place of some windows? Yes ___ No ___

OTHER OPENINGS

49. Do you have a lock on manholes that give direct access to your building or to a door that a burglar could open easily? Yes ___ No ___
50. Have you permanently closed manholes or similar openings that are no longer used? Yes ___ No ___
51. Are your sidewalk doors or grates locked securely? Yes ___ No ___
52. Are your sidewalk doors or grates securely in place so that the entire frame cannot be pried up? Yes ___ No ___
53. Have you eliminated unnecessary skylights that are only a burglar hazard? Yes ___ No ___
54. Are your accessible skylights protected with bars, net or burglar alarms? Yes ___ No ___

55. Are your exposed roof hatches properly secured? Yes ___ No ___
56. Are the doors to the roof or elevator penthouses strong, in good condition and securely locked? Yes ___ No ___
57. Have you protected any ventilator shafts or fan openings through which a burglar might come? Yes ___ No ___
58. If your transoms are large enough to admit even a small burglar, are they properly locked or protected with bars, screens or chains? Yes ___ No ___
59. Have you eliminated the possibility of entrance through a sewer or a service tunnel? Yes ___ No ___
60. Do your fire escapes comply with city and state fire regulations? (Remember that the protection of life is always more important than the protection of property.) Yes ___ No ___
61. Are your fire exits and escapes so designed that a person can leave easily but would have difficulty in entering? Yes ___ No ___
62. Do you check panic locks regularly to see that they are properly closed and in good working order? Yes ___ No ___

WALLS

63. Are your walls actually as solid as they look; have you eliminated insecure openings in otherwise solid walls? Yes ___ No ___
64. In checking walls, have you paid particular attention to points where a burglar can work unobserved? Yes ___ No ___
65. Is your roof either secure or protected by an alarm system? Yes ___ No ___
66. Have you eliminated weak points in your walls where entrance could be gained from an adjoining building? Yes ___ No ___

SAFES

67. Is your safe designed for burglary protection as well as fire protection? Yes ___ No ___
68. Is your safe approved by the Underwriters Laboratories? Yes ___ No ___
69. If your safe weighs less than 750 pounds, is it fastened securely to the floor, the wall or set in concrete? Yes ___ No ___
70. Is your safe located so the police can see it from outside? Yes ___ No ___
71. Is your safe lighted at night? Yes ___ No ___
72. If you have a vault, are the walls, as well as the door, secure? Yes ___ No ___
73. Do you keep your money in your safe? (Some businessmen have sizeable amounts they don't.) Yes ___ No ___
74. Do you keep your cash on hand at a minimum by banking regularly? Yes ___ No ___
75. Do you SPIN the dial when you lock the safe? Yes ___ No ___
76. Have you changed the combination if there are persons who have the combination, yet no longer need it? Yes ___ No ___
77. Do you use care in working the combination so that you cannot be spied on? Yes ___ No ___
78. Do you take the money out of your cash register at the close of business? Yes ___ No ___
79. Do you leave your cash register open so a burglar will not damage it by forcing it open? Yes ___ No ___

ALARMS

80. Have you investigated the use of a burglar alarm system? Yes ___ No ___
81. If you have a system, is it fully approved by the Underwriters Laboratories? Yes ___ No ___
82. Was it properly installed by competent workmen? Yes ___ No ___
83. Is your burglar alarm system tested regularly? Yes ___ No ___
84. Does the system cover your hazardous points fully? Yes ___ No ___
85. When your building was remodeled, was the burglar alarm system remodeled, too? Yes ___ No ___

SECURITY OFFICER

86. Did you investigate your security officer when you hired him? Yes ___ No ___
87. Has he received training? Yes ___ No ___
88. If he is armed, does he have a good gun and does he know when he can use it and how to use it? Yes ___ No ___
89. Is he supervised by use of a watchman's clock or some similar device? Yes ___ No ___
90. If you have only one or two men, do they report in at regular intervals to a point outside of your building? Yes ___ No ___
91. Does your security officer have plenty of time to perform his protection duties fully? (Or is he actually a maintenance man working at night?) Yes ___ No ___
92. If you employ a commercial watch service, do you check to see if they really do what they claim to? Yes ___ No ___

PROTECTION

93. Do you know the commanding officers in your Sheriff's Department? (In a large city, do you know the commanding officers in your police district?) Yes ___ No ___
94. Do you know the deputy sheriffs in your area? Yes ___ No ___
95. Do you assist in civic projects to support and improve your Sheriff's Department? Yes ___ No ___

MISCELLANEOUS

96. Do you lock up carefully at night, making certain the safe is properly closed, doors and windows locked, night lights on and that no one has hidden inside? Yes ___ No ___
97. Do you have the serial numbers or descriptions of valuable merchandise? Yes ___ No ___
98. Do you have the serial numbers or descriptions of your business equipment? Yes ___ No ___
99. Do you keep records on large denomination bills, valuable papers, etc.? Yes ___ No ___
100. Have you instructed your employees to leave the scene unchanged following a burglary and to call the Sheriff's Department? Yes ___ No ___

DEVELOPING CRIME PREVENTION RESOURCES

DEVELOPING CRIME PREVENTION RESOURCES

In the chapter on "Implementing a Crime Prevention Program", we discussed the importance of following the principles of marketing, one of which is to analyze and develop our capabilities. To a large extent, capabilities are resources. And the most important resource in almost any type of program is people. The major portion of this chapter will be devoted to how we can expand the "people power" of our crime prevention programs.

People

Your Department. Some departments have done an excellent job of increasing the type of support the crime prevention unit receives from other departmental personnel. As these personnel become more familiar with crime prevention and, ideally, as they receive orientation training in the field, there are a number of ways in which they can reinforce your efforts.

To take an obvious example, officers investigating reported burglaries can be very effective in tactfully bringing up the subject of crime prevention with the victims. They can point out any weaknesses which provided a criminal opportunity, and they can mention the value of marking victims' property in the process of attempting to recover and identify it. The advantages of reaching victims when they are most concerned about crime and security is obvious.

As another example, officers checking on business firms can use that type of opportunity to make suggestions for improved

security to the managers.

It is not necessary to elaborate here the benefits of developing this type of support from within your own department. We would strongly recommend that crime prevention units work with departmental management toward a program of training and involving all sworn personnel in the basics of crime prevention.

The clear result will be many more people communicating the value of good security to the citizens of your area.

Community Organizations. Crime prevention units throughout the nation have succeeded in enlisting various types of support from a wide variety of community organizations and groups.

One of the most typical examples is the service club which hears a presentation and agrees to donate money for the purchase of engravers or other necessary equipment. Youth groups such as Boy Scouts or Future Farmers of America can be contacted for help in distributing engravers or literature.

The possibilities are virtually unlimited. Much will depend on the particular programs you are emphasizing in your area. Thus, if you are stressing work with older persons, it would be a natural to involve organizations of retired persons, senior centers and the like. If rape prevention is a major component of your program, a wide variety of womens' clubs would be naturals to enlist -- not just for anti-rape presentations, but for help with various other parts of your program.

Throughout our state and nation, we are witnessing the emergence of a relatively new type of organization, the neighborhood association. Neighborhood associations are particularly good prospects for aiding crime prevention programs because they

are specifically concerned about problems in their communities and because they are a natural vehicle for the establishment of Block Watch programs. In addition, a neighborhood network provides an effective method of circulating engravers and achieving a high degree of participation in Operation ID. As residents see their own neighbors marking property and posting stickers, they are going to be that much more receptive to participating themselves.

Individual Volunteers. By this term we mean those persons who will become affiliated with your program not as an organizational activity but simply as interested citizens. From the outset, Washington Crime Watch has encouraged this type of involvement because the trained crime prevention specialist, who is the "heart" of an effective program, simply cannot accomplish widespread participation alone. There are many examples both here within Washington State and elsewhere in which committed individuals with a modest orientation in the basics of crime prevention have made significant contributions to the success of local programs.

Who are these individuals? They come from every segment of society and all age groups. Retired persons are particularly good candidates for volunteer help because they have time and many of them, though forced to retire, don't want to become totally inactive. The National Retired Teachers Association/American Association of Retired Persons, local Offices on Aging, or senior centers are potential sources for such volunteers. The federal R.S.V.P. (Retired Senior Volunteer Program[s]) provides reimbursement for such out-of-pocket costs as mileage, which makes senior

participation all the more feasible. Young people also have time and energy and a willingness to do some of the less attractive tasks such as door-to-door selling. Married women who do not work provide effective person-power for many of the most important community organizations in our state and represent a resource that should not be overlooked.

These categories are mentioned as prime sources, but the truth is that no person should be overlooked in the search for effective volunteers. Let's look briefly at some of the principles of using volunteers effectively.

Recruitment. That word is vitally important. It simply is not realistic to hope that competent, dedicated volunteers will walk in the door. We will attract more people and a higher caliber of talent if we make a concerted effort to recruit them. Effort devoted to such recruitment will pay solid dividends in terms of building a corps of citizen workers.

One technique for recruitment is to use every speaking date you have to ask for volunteers. You can do this as part of your presentation, or you can ask the leaders of the organization for their private suggestions of persons who might be willing to help. Persons who are relatively new to a community often are good prospects if you get to them before they become heavily involved in other activities.

Another technique is simply to ask around. For example, if you need a person with the background to help with local publicity, ask one of your media contacts for suggestions on who some of the better publicity chairpersons are, and then contact them.

Skills inventory. Bellingham Police Chief Terry Mangan suggested at a Crime Watch workshop that volunteers should be approached on the basis of a skills inventory. In this strategy, we avoid making preconceived assignments and then trying to fit possibly square pegs into round holes. Rather, we make an informal listing of the skills and background of each potential volunteer, and then we exercise our ingenuity in finding ways to use those talents for the benefit of our program. This dramatically expands the potential for volunteer help beyond such traditional but often tedious chores as assembling or passing out literature.

Here are a few such examples of the kind of help you might get. You might enlist someone with a statistical or computer background to assist with crime analysis. Someone with photographic skills could take photos for publicity and recognition purposes. A journalism major might help with local news releases, etc. At least one department has a carpenter who is devoting his skills to the program. Someone with experience in putting together community programs could help organize a neighborhood for Block Watch. A teacher or retired teacher or a personnel person specializing in training could assist in developing a training program for your volunteers.

The possibilities are literally endless. By "thinking big", you can bring additional credit to your program by organizing a highly effective group of volunteer assistants.

Assignment. If you will assign people according to their strengths, not only will your program benefit, but the volunteers will find their work that much more rewarding. Thus, they will be more enthusiastic representatives in the community. And, they

may become your best tools for recruiting additional volunteers.

Training. Your volunteers will be more effective if they have at least minimal training or orientation in the basics of crime prevention. To that end, Crime Watch offers a three-day volunteer training school each year. It probably is desirable to supplement that training at the local level, however, to provide training during other times of the year and to train those helpers who did not attend the three-day course. Several departments have provided such local training very successfully. It also is the type of thing which could be done by several agencies in an area as a joint project.

Management. Once you have a team, it will be necessary to keep in touch with them, providing regular contact with your department and as much guidance and follow-up as is appropriate in the case of your group. They will feel more a part of the team if you will keep them fully informed of all crime prevention activities. This can be done on an individual basis or through staff meetings.

Recognition. It also is vitally important to provide recognition for all of your volunteers. There obviously are many ways to do this. A simple and inexpensive technique is to have your chief or sheriff, or the mayor, prepare a letter of appreciation and present it to the volunteers at a meeting of the city council or county commission. Some departments have special certificates for this purpose. Some departments have done an excellent job in enlisting community support for a luncheon or dinner specifically for the purpose of recognizing volunteers. You also might be able to get merchants to donate modest merchandise items or gift

certificates to give as gifts. You also can use publicity to recognize volunteers, either through a news release, feature story or by using them as "models" in a photograph publicizing some aspect of your program. Particularly for retired volunteers, it is recommended that you develop some type of social program such as a coffee hour or a pot-luck supper, for which you might enlist the help of still another organization. A business firm which has a conference room might be willing to provide it, together with coffee, for such purpose.

All of these activities can be ongoing. Hard-working volunteers will be encouraged, for example, by the momentum which will be established as new members join your team as a result of continuing recruiting efforts.

Finally, remember that you can use a volunteer to be in charge of volunteer activities, organizing a coffee hour and the like.

Loaned Executives. To date, the crime prevention field has not made much use of this technique, but many community organizations -- notably, the United Way -- rely heavily on this resource. It might work in your community. Remember that loaned executives don't necessarily have to be deployed full-time. You might be able to get a company in your community, for example, to agree to have its public relations director help you on a limited basis in preparing local publicity.

Internships. Many colleges have programs in which students gain work experience in the private or public sectors for class-room credit. The location of the internship need not be in the same town as the college, and it can be part-time or full-time.

If you have a college in your region, it might be worth exploring.

In summary, while you are the manager of your crime prevention program, the reality is that you need to involve a lot of other people in your program, if your program is going to achieve a high degree of penetration in your community. An effective volunteer team will, frankly, make you and your program look good and they will make it more effective.

Materials

Any crime prevention program is going to need a basic arsenal of printed and audio-visual materials to present information to the public. Washington Crime Watch provides a wide variety of virtually all of the basic materials you will need in carrying out your program. (See page 13) This section includes information on the materials which are presently available, most of them free of charge. From time to time, new materials are added in response to the need and as they become available.

Films

One important aspect of Crime Watch is the constant review and selection of the best available crime prevention films for placement within the Washington State Library's Audio-Visual Section in Olympia. Such films are available to any agency or other community group upon request, at no charge.

The Criminal Justice Training Commission also has placed crime prevention films with the State Library and provides departments throughout the state with a current catalog, which includes not only crime prevention films but many other topics of interest to law enforcement as well.

A current listing of the crime prevention films presently available is included at the end of this chapter.

Agencies with a high volume of usage and adequate budget may wish to purchase certain films for their own libraries. In making the decision as to whether or not to purchase a film, take into consideration how often it will be shown and whether or not it is really necessary to have a departmental copy as opposed to using the State Library. Don't mistake convenience for necessity.

Equipment

Projectors. Perhaps the most basic equipment needed by any crime prevention program is a slide projector. They are relatively inexpensive, compared to movie projectors, are easier to move and tend to have fewer operational problems.

Movie projectors also will be desirable equipment for most programs, although you can get by without one. Some agencies are using the Fairchild-type of projector, which uses a super 8 cassette. These are both lighter and freer of operating problems than the 16mm projectors, although the price of the films themselves in the cassette model is slightly more expensive.

Both types of projectors can be borrowed from most public libraries, or from schools or various other community organizations. Often, a group requesting a presentation will be agreeable to arranging for a projector itself.

If you decide you should purchase a projector and neither your department nor your grant includes the necessary funding, you can contact service clubs or other community groups to raise funds.

Locks. A basic and simple lock display will be helpful for any crime prevention unit. There has been some tendency, however, to overwhelm the public with a wide variety of different types of lock displays. It is recommended that for the sake of effectiveness, you focus your demonstration on a one-inch, deadbolt lock.

One such lock can be purchased at retail for \$15-20. Your local locksmith or hardware dealer might donate one to your program. Some lock companies have more elaborate displays available, although with the increased requests caused by the growth of crime prevention activity, such manufacturers' models are not as easy to come by as used to be the case. If you can't get either a merchant or a manufacturer to donate a display, no doubt a service club or other group would contribute the modest amount needed for a basic display.

Here is a listing of lock and hardware companies:

Dexter Lock Co.
Paul Grevengoed, Marketing Manager
1601 Madison Avenue SE
Grand Rapids, Michigan 49502

Lock displays,
literature

Mr. John B. De Franco
Kwik-Set Lock Co.
6040 S.W. Florida Street
Portland, OR 97219

Lock display and
handouts

Adams Rite Manufacturing Co.
Architectural Products Division
4040 S. Capitol Avenue
City of Industry, CA 91749

Display locks and
handouts

Master Lock
Edson F. Allen, Director of Public
Affairs
2600 N. 32nd Street
Milwaukee, Wisconsin 53210

Lock and alarm
displays, literature

Medeco Locks
Ronald Oliver
Manager, Shelf Goods Sales
Box 1075
Salem, Virginia 24153

Lock displays,
literature

Eaton Lock Corp.
P. O. Box 25288
Charlotte, North Carolina 28212

Ideal Security Hardware Co.
St. Paul, Minnesota 55101

Engravers, standard. By now, most departments already have an adequate supply of engravers. They are available from most hardware and discount stores and other outlets. Most engravers have been purchased with funds donated by service clubs, insurance agents or other community groups.

Some of the major manufacturers are:

Burgess Vibrocrafters, Inc. Electric engravers
Grayslake, Illinois 60030

Dremel Engraving Tools Electric engravers
Jas. J. Backer Co.
221 W. Galer Street
Box 9327
Seattle, WA 98119

Identifax, Inc. Manual etchers
Anthony Zeidler, Director of
Special Projects
1370 Avenue of the Americas
New York, NY 10019

Lock and Hardware Companies Services

Engravers, heavy duty. Crime Watch has provided to each sheriff's department a heavy-duty engraver which can be used for marking farm equipment, construction machinery and the like. It is hoped that the various departments will cooperate in making these engravers available to police agencies within their respective counties, upon request. The heavy-duty engravers cost approximately \$125 and are available from The Luma Electric Equipment Company, 1607 Coining Drive, Toledo, Ohio, 43612.

Confetti. Numbered confetti has proven to be very effective for "marking" supplies of grain and hay. The confetti is non-

toxic to animals and is easily removed from grain which is to be used for human consumption. The confetti is available from local grain suppliers.

Window and Door Frames. These items are often desirable for utilization in the demonstration of locks and locking devices. They often may be obtained assembled from local lumber yards or home building supply firms; and if not, these companies are at least worth checking to determine whether or not they would donate the materials required to construct such display items.

WASHINGTON CRIME WATCH

Catalogue of Materials

Crime Watch materials are available upon request and without charge unless otherwise noted.

BROCHURES

- "Operation ID" (general information)
- "What To Do Before The Burglar Comes" (basic residential security considerations)
- "Operation ID Property Book"
- "Be On The Safe Side" (personal security)
- "Crime On Wheels" (auto and bike security)
- "Rural Crime"
- "Commercial Security"
- "Outsmarting Crime: An Older Person's Guide To Safer Living" (a comprehensive brochure which incorporates all aspects of security and crime prevention)
- "Retailer's Shoplifting Prevention Guide"
- "Shoplifting In The State Of Washington" (an indepth study)

OPERATION ID STICKERS

- Large sticker (for use at exterior entrances)
- Small sticker (for use on valuables)
- Metal sign (for use on farms where home stickers usually can't be seen from the road, or at construction sites)

PROMOTIONAL MATERIALS

- Posters (11" x 14")
 - "Cures the Common Burglary" (Operation ID)
 - "Puzzled by Crime?" (General)
 - "This store is a good place to shop" (Shoplifting)

PROMOTIONAL MATERIALS (continued)

--Bumper strip, promoting Operation ID ("Cures the Common Burglary")
These bumper strips are available only for placement such as on squad cars or autos of volunteers or interested citizens but there are not enough to be used as "handouts".

--Television and radio spots - distributed automatically to media throughout the state to be used as public service announcements

--Billboards

SLIDE PRESENTATIONS

--"Residential Security" A 20 minute basic presentation on general crime prevention. It comes with a taped narration and with a script.

--"Rural Crime" A 20 minute presentation designed for rural residents, especially farmers. Narration on tape is by Al Wallace, KING-TV, Seattle. Copies have been placed with every sheriff's department for use within that area. Copies also are available through the Audio-Visual Division of the State Library.

--"Outsmarting Crime: An Older Person's Guide to Safer Living"

A 20 minute presentation dealing with an older person's fear of crime and giving tips on how to counter many of the more common crimes. Narrated by Hans Conreid.

--"Security Afloat - A Chart to Crime Prevention"

A comprehensive 20 minute presentation covering all aspects of crime prevention for boaters, including property marking, security of trailerable boats; security considerations in marinas and yacht clubs; storage of marine equipment and practicing the block watch concept at moorages.

NOTE: These slide/tape programs are available for purchase by any department for \$10.00 per set, which covers the cost of duplicating the slides and tape.

END