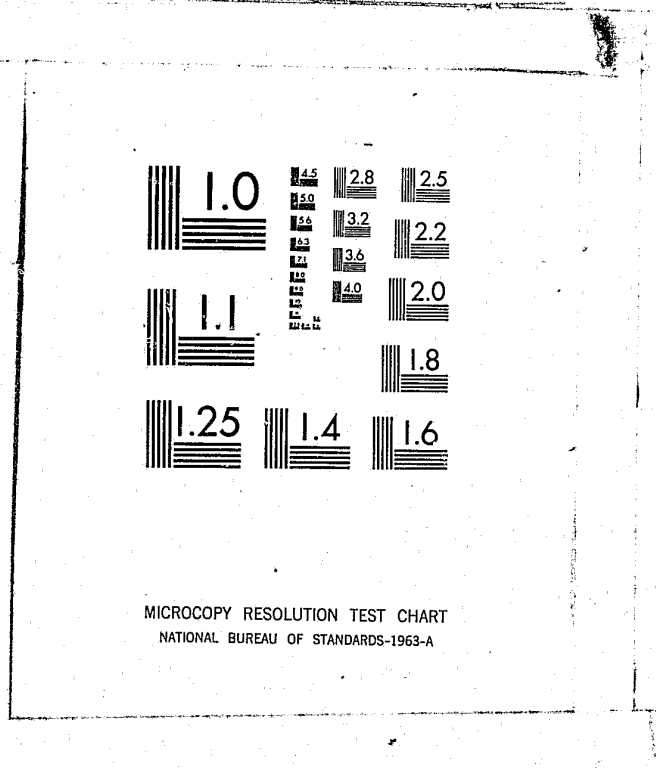


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A REPORT TO THE PRESIDENT
ON PROGRESS IN IMPLEMENTATION OF
THE NATIONAL ARSON STRATEGY

U.S. DEPARTMENT OF JUSTICE
FEDERAL BUREAU OF INVESTIGATION
U.S. GOVERNMENT PRINTING OFFICE

**A REPORT TO THE PRESIDENT ON PROGRESS
IN IMPLEMENTATION
OF THE NATIONAL ARSON STRATEGY**

Prepared by

Federal Emergency Management Agency
U. S. Fire Administration
Federal Insurance Administration

Department of Justice
Law Enforcement Assistance Administration
Federal Bureau of Investigation

Department of Treasury
Bureau of Alcohol, Tobacco and Firearms
Internal Revenue Service

Department of Agriculture
U. S. Forest Service

Department of Commerce
National Bureau of Standards

Department of Housing and Urban Development

United States Postal Service

ACTION

as of

(October 15, 1980)

NCJRS

APR 20 1981

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National Institute of Justice

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**A REPORT TO THE PRESIDENT ON PROGRESS
IN IMPLEMENTATION
OF THE NATIONAL ARSON STRATEGY**

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IN IMPLEMENTATION
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ABSTRACT

In December 1979, a national anti-arson strategy was announced by The White House for coordinating and integrating arson prevention and control programs of the key agencies concerned with the problem. Over the past year, 11 Federal agencies have been working to detect and investigate arson rings, provide training to arson investigators, establish juvenile firesetter counseling programs, support community anti-arson actions, revise regulations and procedures of insurance companies and educate the public about their role in preventing and controlling arson. This report documents the results and accomplishments of the national anti-arson strategy and the Federal assistance to States and localities.

The 1979 Report to Congress contained 67 recommendations for arson prevention and control. All but one of the 67 have been addressed in the President's National Arson Strategy. Almost 200 separate items of activities have been initiated by Federal, State, and local agencies, by the insurance industry and by national organizations and programs to reduce the nation's arson problem. The national strategy of cooperation among the Federal agencies has enhanced capabilities and produced greater results than would have been possible under separate agency actions.

Significant progress achieved by the President's National Arson Strategy includes:

- 177 arson task forces have been established in States, counties, and communities across the country. (See page 3 and Table 1, Appendix.)
- 26 arson strike force teams in selected cities across the nation, supplemented by four national response teams have been established by the Bureau of Alcohol, Tobacco and Firearms (ATF). (See Table 3, Appendix.)
- 9 major arson-for-profit rings have been broken up by Federal Arson Strike Force teams of the ATF, Federal Bureau of Investigation, and Internal Revenue Services, with the assistance of local authorities. (See pages 45-50).
- 7 cities are developing arson information management systems to predict potential arsons. (See pages 17-18).
- Juvenile Firesetter Counseling programs are being established which are reducing firesetting by children; in one community 98 percent of those youths counseled have not set further fires. (See pages 107-108.)

- The Massachusetts FAIR Plan has instituted a cost-effective investigation program of suspicious claims which, in Boston, has reduced arson by 50 percent and in Haverhill has reduced arson by 75 percent. (See pages 78 and 79.)
- Anti-arson insurance application forms are being developed by the insurance industry and by the National Association of Insurance Commissioners to provide potential arson-related information. (See page 68.)
- The American Bar Association is sponsoring three national education and training seminars on arson prosecution and defense of arson-related torts. (See page 43.)
- The National Trust and Conservancy Group are developing means for aiding preservation groups to save historical sites and neighborhoods from arson. (See page 30).

Futher details on these achievements are described in this Report.

EXECUTIVE SUMMARY

In December 1979, The White House announced a national anti-arson strategy for coordinating and integrating arson prevention and control programs of the key agencies concerned with the problem. Over the past year, 11 Federal agencies have been working to detect and investigate arson rings, provide training to arson investigators, establish juvenile firesetter counseling programs, support community anti-arson actions, revise regulations and procedures of insurance companies and educate the public about its role in preventing and controlling arson. This report documents the results and accomplishments of the national anti-arson strategy and the Federal assistance to States and localities. The agencies and their programs are described:

FEDERAL EMERGENCY MANAGEMENT AGENCY

U. S. Fire Administration

- The U. S. Fire Administration is the principal coordinating agency for Federal arson prevention and control efforts.
- The Arson Task Force Assistance Program is providing technical assistance, supported by the Law Enforcement Assistance Administration, (LEAA) to States and cities to establish arson task forces.
- The National Fire Academy offers courses in Arson Investigation and Arson Detection to the fire service, police, and prosecutors. These courses are being developed with the support of LEAA. Additionally, a course has been developed with the National College of District Attorneys to train prosecutors in arson prosecution.
- Arson early warning systems have been developed to identify patterns of arson-for-profit. Pilot projects are underway in Boston, Knoxville, New Haven, New York, Phoenix, San Francisco, and Seattle. The arson early warning system was instrumental in exposing a major arson ring in Chicago recently.
- An Arson Resource Center has been established as a national reference center to provide arson prevention and control information to arson specialists as well as the general public. The center publishes an Arson Resource Directory and an Arson Resource Exchange Bulletin to promote the exchange of new information and techniques in preventing and controlling arson.
- A Juvenile Firesetter Counseling Program based on a successful program in Los Angeles County, California, has been established, and training is being conducted nationwide. In Bolingbrook, Illinois, for example, 98 percent of those youths who are counseled using this program have not set further fires.

- The U. S. Fire Administration is working with the American Bar Association, Young Lawyer's Division, The Conservancy Group, and the National Trust for Historic Preservation to support State and local anti-arson programs.

Federal Insurance Administration (FIA)

- FIA has revised its regulations governing FAIR Plans to discourage arson-for-profit. FIA and the U. S. Fire Administration have worked closely with the National Association of Insurance Commissioners and have developed an anti-arson provision in the insurance application which will be used in arson-prone neighborhoods.

DEPARTMENT OF JUSTICE

Law Enforcement Assistance Administration (LEAA)

- An Arson Unit was established within LEAA.
- An interagency agreement was signed with the U. S. Fire Administration regarding the roles of the two agencies in arson prevention and control.
- Transfer of funds, primarily for training, was made to the U. S. Fire Administration, the Federal Bureau of Investigation, and the Bureau of Alcohol, Tobacco and Firearms.
- Funds have been provided to the National Bureau of Standards to develop performance standards for arson accelerant detectors.
- LEAA conceived and awarded a grant for the preparation of an arson-for-profit training manual.
- LEAA developed a training course for prosecutors through a grant to the National College of District Attorneys.
- Funds were made available to State Uniform Crime Reporting Systems to accommodate reporting of arson as a Part I crime.
- A Program Model Report on Arson Control and Prevention was published.
- Assistance grants of approximately \$9 million were awarded to 34 State, county, and municipal entities.

Federal Bureau of Investigation (FBI)

- Organized crime arson-for-profit rings have been investigated and successfully prosecuted under the FBI's Anti-Arson Program and this effort is continuing.

- Supported by LEAA funding over an eight-month period which ended June 29, 1980, the FBI has conducted 175 arson training sessions for law enforcement officials throughout the country.
- Supported by LEAA funds, the FBI hosted a National Symposium on Economic Arson at the FBI Academy, Quantico, Virginia.
- The FBI holds periodic in-service training for its own agents on arson.
- The FBI forensic laboratory examines physical evidence in arson cases submitted to it by State, local and Federal agencies, and provides agent-examiners to testify as expert witnesses at trial concerning scientific findings.
- The Uniform Crime Report (UCR) System has initiated efforts to include arson as a Part I crime.
- Research on the psychological profile of the adult arsonist is being conducted at Quantico, Virginia.

DEPARTMENT OF TREASURY

Bureau of Alcohol, Tobacco and Firearms

- Law enforcement and fire service agencies are being assisted nationwide in selected arson investigations involving industrial and commercial property through the activities of arson strike force units or through the application of the arson strike force concept in areas wherein a full-time unit has not been established.
- Supported by LEAA funding, arson-for-profit seminars are being conducted in selected cities nationwide.
- Laboratory assistance for analyzing arson crime scene evidence is provided to law enforcement agencies.
- Organized crime arson-for-profit rings are being investigated.
- Four national arson response teams have been initiated and are available anywhere in the country.

Internal Revenue Service (IRS)

- IRS investigates and cooperates in the prosecution of persons who fail to report taxable income received from committing arson.

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT (HUD)

Through its Community Development Block Grant (CDBG) Program, HUD has supported local anti-arson activities in the following areas:

- Local arson strike forces.
- Building seal-up campaigns.
- Code enforcement.
- Fire facilities and equipment.
- Anti-arson efforts by community groups.
- Building demolition.

A Letter of Understanding has been signed between HUD and the U. S. Fire Administration which facilitates the U. S. Fire Administration's participation in HUD's Crime Prevention Programs including HUD's Handbook for Neighborhood Commercial Revitalization (to be published late Fall 1980) which will include a chapter on technical assistance to community organizations that want to attack arson at the local level.

UNITED STATES POSTAL SERVICE (USPS)

- USPS is pursuing investigation of violations of mail fraud statutes which relate to arson-for-profit.

ACTION

- ACTION and LEAA have developed a \$4.1 million Urban Crime Prevention Program, which includes supporting neighborhood anti-arson demonstration projects.

DEPARTMENT OF COMMERCE

National Bureau of Standards

- Reports on the psychology of firesetters have been issued.
- A fire arson investigation manual has been developed.
- Standards for accelerant detection instruments are being developed to promote more effective presentation of arson evidence.

DEPARTMENT OF AGRICULTURE

United States Forest Service (USFS)

- A strategy to reduce arson by forest firesetters has been developed.
- A chapter on investigation of arson committed in forests or wildlands has been included in a handbook on fire prevention.
- An interagency curriculum for wildfire cause investigation has been developed through coordinated efforts by the U. S. Forest Service, the Bureau of Land Management, the National Park Service, the Fish and Wildlife Service, the U. S. Fire Administration, and the Bureau of Alcohol, Tobacco and Firearms.

CONCLUSION

The 1979 Report to Congress contained 67 recommendations for arson prevention and control. All but one of the 67 have been addressed in the President's National Arson Strategy to some or greater extent. Almost 200 separate items of activities have been initiated by Federal, State, and local agencies, by the insurance industry, and by national organizations and programs to reduce this nation's arson problem.

The national strategy of cooperation among the Federal agencies has enhanced capabilities and produced greater results than would have been possible under separate agency actions. Nevertheless, despite the significant programs under Federal, State, and local levels, arson still remains the fastest growing crime in America.

INTRODUCTION

During the 1970's, arson was accelerating in its growth and devastating in its consequences. The number of arson incidents tripled, a fact signifying that arson was the fastest growing Part I crime of the decade. It is now the cause of one out of every four fires in the United States.

Death caused by arson increased dramatically over the last 10 years. Nearly 900 people were dying, and over 4,000 persons were injured annually in arson fires towards the end of the 70's. No other fire cause exceeded arson in dollar loss. It was the most destructive kind of fire, with each incident averaging over \$6,000 in property loss. The annual total loss, due to arson, now exceeds \$1.2 billion.

In 1976, the U. S. Fire Administration sponsored a national conference at the Battelle Institute in Ohio, the recommendations from which were published in the report, Arson: America's Malignant Crime. In 1977 through 1979, the Senate, particularly the Senate Permanent Subcommittee on Investigations, held hearings and published testimony on arson, drawing national attention to the seriousness of the crime. The General Accounting Office (GAO) and the Law Enforcement Assistance Administration (LEAA) published various reports on arson law enforcement strategies and the role of the insurance industry in arson-for-profit, which further contributed to the growing knowledge in the field. Then, in the latter part of 1978, Congress mandated the U. S. Fire Administration to prepare a comprehensive report on the problem and what the Federal Government could do to help State and local jurisdictions deal with it. The report, titled Arson: The Federal Role In Arson Prevention and Control, was published in August, 1979 and contained 67 recommendations. This report has become the blueprint for federal action.

As national attention has been brought to the arson problem, Federal and local initiatives to address arson have increased. Congress has not provided additional monies, but agencies have reprogrammed their priorities and private organizations have been forthcoming in support of local programs. While the U.S. Fire Administration's report was being written and since its publication, the arson scene in terms of new anti-arson programs and activities has changed so rapidly that it has been hard to keep up. This report is an attempt to recount what has happened since the Report to the Congress was written.

The Report to Congress listed 67 recommendations under the four broad headings of Management of Arson Prevention and Control, Investigation/ Prosecution of Arson, Economic Factors in Arson, and Psychology and Behavior of Firesetters. The need for each recommendation was described in detail, the implementing agency identified and the potential impact discussed if

the recommendation were to be initiated. This report simply lists the recommendations and states what has since occurred under each. The intent of this Update is not to provide a full and complete report on all antiarson initiatives that have taken place over the last year, but rather to give the reader the accurate impression that movement has been made. First steps have been taken to face the problem and agencies and organizations noted herein are to be commended for their efforts.

MANAGEMENT OF ARSON PREVENTION AND CONTROL

ARSON TASK FORCE - RECOMMENDATION 1*

Provide support to State and local arson task forces through regional seminars and technical assistance.

Task Force Assistance Program

In June, 1979, the U. S. Fire Administration (USFA) initiated the Arson Task Force Assistance Program. This program provides USFA technical assistance to States and localities to help them in developing comprehensive arson prevention and control strategies using the task force approach.

The program's emphasis is on the development of management systems in the form of arson task forces at State and local levels. The aim of the program is to demonstrate to States and localities how the arson task force concept can increase capabilities for effective arson prevention and control.

The demonstration takes the form of a series of one-day motivation and orientation workshops. The workshops are designed to explain the arson task force concept and to show how task forces are structured and how they function. Emphasis is placed on identifying resources available in the community -- banking, insurance, housing, law enforcements, fire, Federal and community agencies -- more effectively to use their resources and to amplify their impacts. These workshops are targeted for State and local decision and policy makers who can make commitments on the part of their agencies to the arson task force.

State and localities interested in and considering the development of an arson task force are eligible to receive technical assistance from this Law Enforcement Assistance Administration (LEAA)/USFA program.

Funding for the Arson Task Force Assistance Program is being provided by LEAA, through a reimbursable agreement with the USFA. (See Table 1, Appendix.)

Arson Control Assistance Program

The arson task force concept has been given a major impetus in many State, county, and local jurisdictions throughout the country through LEAA's Arson Control Assistance Program. A few funded programs, such as that in Dayton,

*This recommendation appears and is discussed on page 44 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

Ohio, include an innovative two-tiered approach: a policy task force, which develops and implements arson control strategies for the jurisdiction, and an operational task force, which is involved in the actual investigation and prosecution of arson cases. (See Table 2, Appendix.)

Arson Task Force Implementation Kits

The U. S. Fire Administration has prepared a series of Arson Implementation Kits, one of which is on the management of arson task forces. The Arson Implementation Kits provide general models for building various aspects of a local arson program. The Kits are derived from a number of actual programs that have been successfully used in both large and small communities. The models are general enough so that there should be no problem in tailoring a program to meet local circumstances. These Kits provide basic, how-to-do-it information on applying ideas that have proven successful in fighting arson.

The Arson Task Force Implementation Kits were first introduced in connection with a seminar held at the National Conference on Arson sponsored by the U. S. Fire Administration and held in New Orleans in January, 1980.

Arson Task Force Seminars

The LEAA/USFA Arson Task Force Assistance Program is scheduling orientation/motivation seminars to be held during this year in the 10 Federal regions. The U. S. Fire Administration conducted a pilot seminar in New Orleans for the 20 arson task force teams that received LEAA support to attend the U. S. Fire Administration's Conference on Arson. Each of the 20 communities was represented at the seminar by its chief executive, fire chief, police chief, and prosecutor. For many of the communities, this was the first time that the arson problem was addressed as a policy issue.

Attendance at regional seminars that have followed were designed to introduce the attendees to the arson task force concept, and to familiarize them with the organizational structure and functions of the task force. Seminar workshops have provided participants with the experience of applying the concept to match individual community needs and resources. Further technical assistance has been made available on request to those communities that have decided to implement an arson task force.

In cooperation with the United States Conference of Mayors, ten regional workshops have been scheduled. Regional workshops already have been held in East Orange, New Jersey; Houston, Texas; Fresno, California; Lincoln, Nebraska; Pittsburg, Pennsylvania; Louisville, Kentucky; and Denver, Colorado.

Because of many requests, a number of workshops outside of the regional framework have been held. Seminars for all 62 counties of New York were

Georgia, Louisiana, Minnesota, Montana, Nevada, New Jersey, North Carolina, Ohio, Oklahoma, South Carolina, and Utah. To date, more than 200 governmental entities -- State, county, and city have received some form of arson task force assistance. In all, more than 3,000 attendees in 35 cities have participated.

Assistance To New York County Arson Task Forces

New legislation to control arson in the State of New York requires planning for the integration of fire, police, and prosecutor efforts. The program is being administered by a newly created Office of Fire Prevention and Control (OFPC). The arson task force approach is basic to these integration efforts. Eight regional arson planning seminars were held across the State in a cooperative effort by the OFPC and the U. S. Fire Administration.

The seminars, held in Albany, Binghamton, Hamburg, North Syracuse, Plattsburg, Purchase, Rochester, and Watertown drew more than 540 participants. These included fire and law enforcement officials, prosecutors, planners, and business personnel.

Arson Resource Directory

The U. S. Fire Administration has published a valuable resource guide for task forces called "Arson Resource Directory." The directory includes, among other items, listings of resources, groups, and efforts in arson control in all areas of the country.

National Legislative Task Force On Arson

A national task force of Federal, State, and local government officials, chaired by United States Senator John Glenn (D-Ohio), has organized the National Legislative Conference on Arson. This conference will provide legislators with an analysis of potential legislative action to effectively combat arson and will be held in December, 1980 in Cleveland, Ohio.

The assembly will bring together legislators and other government officials from all 50 States who are concerned about arson. The conference program will provide a forum where legislators can gain an understanding of the scope of the arson problem, the many agencies and groups which are dealing with arson crimes and their effects, and the many potential legislative solutions that may be available.

Organizations to the task force sponsoring the conference include the National Conference of State Legislatures, Council of State Governments, Conference of Insurance Legislators, National League of Cities, National Association of Attorneys General, National District Attorneys Association, and the National

Conference of Lieutenant Governors. In addition, conference planning has included suggestions and recommendations from the U. S. Fire Administration, law enforcement agencies, the insurance industry, economic and business development groups, prosecutors, FAIR plans, fire marshals, arson bureaus, insurance commissioners, and scientific and technical specialists.

Insurance Industry Support Of Task Forces

The insurance industry has also been highly active in supporting State and local arson task forces by funding these efforts, providing informative material and input, and by serving as members on committees.

The industry contributes financially to the task force programs in Arizona, Alaska, Arkansas, Colorado, Connecticut, Georgia, Illinois, Iowa, Kansas, Maryland, Michigan, Mississippi, Missouri, Ohio, Oklahoma, and Washington, among others. In a recent survey by the Alliance of American Insurers, over half of the companies responding indicated that they directly supported State task forces.

The industry has also expanded its support of task forces to include activities designed to stimulate the development of local task forces. These efforts have included designing and building an exhibit which is available for use at conventions and meetings which emphasize how to form a local arson task force. At the National League of Cities meeting in November, 1979, the Insurance Committee for Arson Control distributed over 4,000 copies of a reprint describing how to form a community task force. This exhibit was also the central focus of an industry display at the U. S. Fire Administration's Fifth Annual Conference.

In addition, the industry has formed its own task forces to address the arson problem, such as the Insurance Committee on Arson Control and the Arson Task Force of the National Committee on Property Insurance (the trade organization of the FAIR Plans). The National Association of Insurance Commissioners has also formed an arson task force, which includes industry representatives.

The Insurance Committee for Arson Control has also distributed over 750 copies of the Arson Control Directory: How and Why, Who, What, Where. The purpose of this reference is to serve as a medium of information exchange among key people in the public and private sectors. It includes basic information on how to establish a local arson task force, general background, information on national organizations, a State-by-State directory of arson control organizations, and sample speech texts on arson. The directory is updated regularly in order to maintain its usefulness.

ARSON TASK FORCE - RECOMMENDATION 2*

Develop models of effective investigation and enforcement programs.

Arson Control Assistance Program Models

One of the objectives of the Law Enforcement Assistance Administration's Arson Control Assistance Program (ACAP) is to develop models of effective investigation and enforcement programs. Of the 34 projects funded, it is anticipated that a number of them will develop into model programs. For example, ACAP is funding an arson control program in New Albany, Indiana, that may be an excellent model for smaller communities interested in arson control but are faced with manpower and budget constraints. The project funding in Massachusetts through the Attorney General's Office includes an innovative prevention program that could serve as the prototype for similar efforts in other jurisdictions. That program will harness the arson control resources of the Attorney General, District Attorneys, municipal and county agencies, and local neighborhood groups to coordinate their efforts into a Municipal Arson Response Team. Connecticut's grant includes a "demonstration cities" concept. These and other projects have the potential for serving as valuable models that can be replicated elsewhere. (See Table 2, Appendix.)

Arson Program Models

The Law Enforcement Assistance Administration (LEAA) has developed a document aimed at providing models of anti-arson programs which currently appear to be productive. Arson Prevention and Control Program Models is directed to fire departments, law enforcement agencies, community groups, and State and Federal agencies concerned with the arson program.

The report is based on analysis of data obtained from a mail survey and on-site visits to selected cities. All fire departments in cities with a population of 50,000 or more were surveyed (a total of 435).

These cities, the study deemed, were representative of the national arson problem and of a range of experience potentially applicable to problems in other jurisdictions.

*This recommendation appears and is discussed on page 46 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

Arson-For-Profit Manual

LEAA is also funding the preparation of an arson-for-profit investigator's manual. This manual will include models of successful arson control efforts by investigators and prosecutors. It is being developed by the Battelle Institute.

ARSON TASK FORCE - RECOMMENDATION 3*

Provide volunteer fire organizations with assistance in planning and implementing anti-arson programs.

Arson Control Guide For Volunteer Departments

The U. S. Fire Administration is preparing an Arson Control Guide for Volunteer Fire Departments. This guide is oriented towards and prepared for the use of volunteer firefighters. It is a "how-to" manual for volunteer fire departments to help them develop arson prevention and control programs. The publication will be ready by January 1981.

Arson Control Assistance Program

LEAA's Arson Control Assistance Program includes many projects that train volunteer firefighters in arson detection and investigation. The project funded in Lynchburg, Virginia, for example, includes a regional approach that provides arson investigation expertise. Through a reciprocal agreement signed by the 10 jurisdictions comprising the Central Virginia Planning District, a regional arson squad has been established. In addition to the project's other goals, the training approach of the project is geared towards an ongoing transfer of knowledge and skills to all criminal justice and fire personnel. Training in arson detection and investigation for the staff of 35 volunteer fire departments in the region is included in this effort.

National Workshop For Volunteer Fire Service

Methods whereby volunteer fire departments in rural areas can plan and implement effective anti-arson programs were explored in the USFA-sponsored National Workshop for Volunteer Fire Service. Conducted by the National Volunteer Fire Council with the cooperation of the International Association of Fire Chiefs and the International Society of Fire Service Instructors, the Workshop was held in Snowmass, Colorado, August 17 through 19, 1979. A second Workshop was held at the National Fire Academy, August 8 through 10, 1980.

*This recommendation appears and is discussed on page 47 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

The objectives of the Workshops were to determine needs of volunteer firefighters throughout the nation. A working group of 75 fire service personnel represented volunteers in each of the 50 States, the fire service organizations, public interest groups, the fire news media, and other appropriate organizations.

A full range of rural fire problems were examined in the sessions and solutions were proposed. In the area of arson, conclusions and recommendations centered around three approaches.

Under Arson Investigation, a need was seen to:

- Establish arson task forces;
- Obtain Federal, State, local, and private support;
- Establish interagency coordination among police, fire, prosecutors and the judiciary at local and State levels;
- Establish a responsible agent for investigating arson;
- Establish criteria for dealing with the news media for fires under investigation; and
- Participate in the National Fire Incident Reporting System.

Under Prevention and Public Education, a need was seen to:

- Adopt Model Arson Law by all States;
- Enforce fire prevention and building codes;
- Develop public awareness programs;
- Disseminate data and information on arson to public and private organizations; and
- Establish arson tipster reward programs.

Under Training, a need was seen to:

- Provide all volunteer firefighters with an overview course in arson detection;
- Provide volunteer fire officers with more advanced courses in cause and origin of fires;
- Make available to volunteers a more comprehensive course in fire investigation;
- Cross-train task force personnel (fire, police, prosecutors, judiciary) on arson;

- Establish arson training criteria; and
- Require certification of investigators using the National Fire Protection Association's standards.

DATA - RECOMMENDATION 1*

Standardize definitions and forms for collection of arson data.

The National Fire Protection Association (NFPA) Fire Reporting Committee, which includes representation from the National Fire Data Center, has proposed an updating of NFPA's 901 fire data classification system. This update will provide a standardized and more accurate classification and reporting of arson-related fire data. The Committee has finished work on this and will be publishing the proposed changes for public comment from July to October 1980.

*This recommendation appears and is discussed on page 48 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

DATA - RECOMMENDATION 2*

Expand the U. S. Fire Administration's data base to include all States.

During the past year, nine States and the District of Columbia have joined the National Fire Incident Reporting System. This brings the total number of States in the system, including the District of Columbia, to 40.

There are 23 States that are now actually reporting to the National Fire Data Center (i.e., have sent in at least one tape). The remaining States are still in the process of starting up their data systems. The number of States reporting at the beginning of 1978 was 15.

*This recommendation appears and is discussed on page 49 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

DATA - RECOMMENDATION 3*

Develop valid statistical estimates of percentages of fires listed as having undetermined causes but which may actually be arson.

This item was not funded in the budget for fiscal year 1980 nor 1981. The Data Center estimates that it will not be implemented unless there is an arson supplement to the budget.

During the deliberations of the National Fire Protection Association's Fire Reporting Committee, mentioned on page 12, the National Fire Data Center had sponsored a recommendation to have motive data included as part of the reporting changes. The Committee anticipated that this might be too difficult to obtain or would involve complicating legal issues and the proposal was voted down; however, the proposal has been resubmitted and is currently being deliberated.

In another effort, the Insurance Committee for Arson Control is exploring with companies and with the service organizations the possibility of collecting aggregate arson data by type of arson (fraud, suspicion, etc.). The Committee has proposed the collection of this information through the use of an arson serial number of claims forms. They are currently trying to determine the most effective method of data collecting and have given this project high priority. The Committee anticipates being able to make a recommendation to the membership of the International Committee for Arson Control this fall.

*This recommendation appears and is discussed on page 50 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

DATA - RECOMMENDATION 4*

Publish annually a report on arson and incendiary fires in the United States based on the data compiled by the National Fire Data Center and the Federal Bureau of Investigation.

Uniform Crime Reporting System

In October, 1978, Congress mandated the Federal Bureau of Investigation (FBI) to reclassify arson as a Part I Index Crime within the National Uniform Crime Reporting (UCR) Program. In keeping with the spirit of this Congressional mandate to collect arson data, the FBI/UCR Program has implemented a nationwide arson offense collection program. Approximately 15,000 participating law enforcement agencies have been requested to forward information concerning offenses of this nature occurring within their jurisdictions. Preliminary results of this effort indicate that 1979 arson data will be significantly incomplete for publication purposes. Law enforcement records systems are currently being modified to include more complete arson data.

Conferences, seminars, and meetings between fire service and law enforcement representatives are being conducted nationwide in order to create a better understanding between the two groups regarding the collection of arson information within the national UCR Program.

Other legislative initiatives include S. 252 which, in part, mandates the FBI to undertake a special study of arson using the UCR System to more fully study figures on incendiary fires. Until that bill passes, the FBI will have neither the authorization nor the funds to undertake such a detailed study.

Integrated Criminal Apprehension Program Data

The recently developed Law Enforcement Assistance Administration's (LEAA) Integrated Criminal Apprehension Program (ICAP) has enlarged its scope to include a focus on arson. ICAP is a data base which includes information on a police department's entire operation -- records, management, directed patrol activities, intelligence, crime analysis, etc. Since arson is a

*This recommendation appears and is discussed on page 51 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

suppressible crime, LEAA believes it can be subjected to crime analysis from the documentation of a patrol officer's offense report. Under ICAP, a patrol officer is required to get better information at the scene of the crime.

The ICAP system is presently operating in 41 cities. Through the System, these cities are able to feed in data on arson fires. The information can then be called up either manually or by computer for analysis. Police departments can correlate arson data for more effective detection and investigation. For example, the data may show that during the last two months, all fires occurred between 2:00 a.m. to 4:00 a.m. in a particular zoned area; there is a correlation of the registered deeds, a certain name keeps recurring, etc.

To make ICAP a more effective instrument for detection and investigation of arson, LEAA is encouraging police departments to sit down with fire departments to revise and integrate the offense reporting form so that it is more appropriate for the fire situation.

LEAA believes ICAP has the potential through its system of crime and analysis and correlation of data to:

- help determine arson (transfer of deeds);
- outline a pattern of arson fires (geographically);
- relate arson incidence with other crimes (burglary, vandalism);
- require some personnel changes in the police department; and
- require greater cooperation between police and fire departments.

The arson aspect of ICAP is still in very preliminary stages.

ARSON EARLY WARNING SYSTEMS - RECOMMENDATION 1*

Develop and distribute Arson Early Warning Systems.

Grants To Develop Arson Early Warning Systems

During fiscal year 1980, the U. S. Fire Administration has provided grants to six jurisdictions to assist them in developing arson early warning systems. Because arson -- and in particular arson-for-profit -- is to some extent a predictable and, therefore, preventable crime, the U. S. Fire Administration is encouraging the development of arson early warning systems in its Arson Information Management Systems (AIMS) Program. AIMS is a tool used to predict the building most susceptible to arson-for-profit, thereby permitting the development of specific prevention strategies.

Arson early warning systems are based on the assumption that buildings subjected to arson-for-profit have certain patterns or characteristics in common that trigger the fire and are, therefore, predictable.

AIMS allow cities to identify the types of arson that are occurring, investigate and analyze arson-for-profit schemes and to focus resources in the best combination of investigation and enforcement strategies for the local arson problem.

On March 20 and 21, 1980, the U. S. Fire Administration held a meeting in New Haven to review the progress of the seven AIMS demonstration cities. Attending the conference were representatives from Boston, Knoxville, New Haven, New York, Phoenix, San Francisco, and Seattle. In addition, representatives from the Federal Bureau of Investigation Uniform Crime Reporting Division, Law Enforcement Assistance Administration Integrated Criminal Apprehension Program, and the American Insurance Association Property Information Loss Register participated.

Each city presented its findings and accomplishments to date and then discussed plans to interrelate the various manuals and techniques which have been developed with the goal of initiating active dissemination in January, 1981.

*This recommendation appears and is discussed on page 52 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

Arson Early Warning System Conference

The U. S. Fire Administration also held a national conference on arson early warning systems in May, 1979. The Conference brought together various localities that are now developing arson data systems with a predictive component, including communities where the Administration is funding the development of such systems. Staff members of Urban Educational Systems (UES), who are developing a prototype based on the arson experience in Boston, were key resource people. The UES effort is being funded by a U. S. Fire Administration grant. The U. S. Fire Administration has published proceedings of the conference.

Arson Early Warning System Resource Documents

A major product of the first year of the UES grant has been the publication of three resource documents that will be invaluable for use by public authorities and other agencies involved with arson control efforts. The three manuals include:

- An Arson Action Guide: Oriented primarily for use by community groups in arson-impacted neighborhoods, the guide outlines how local citizen organizations can effectively assist the arson control efforts of local fire and police agencies.
- The Resource Manual: This document contains valuable information for arson control enforcement agencies and neighborhood organizations in conducting background research when investigating possible arson fraud and conspiracies. The information contained in this document should be a highly useful resource to those agencies who wish to conduct such background research but lack the knowledge of the methodology used in proceeding with such research.
- Tools Manual: This manual contains a listing of the resources available to arson control officials that can prove useful in conducting arson background research.

Arson Control Assistance Program Funding

Arson control projects funded this year by the Law Enforcement Assistance Administration's (LEAA) Arson Control Assistance Program will also assist the development and implementation of early warning data systems. For example, funding for the project in Newark, New Jersey, includes the development of a computer-based information system to be utilized as an investigative tool and predictive model. Norfolk, Virginia's, project will fund an "Arson Patterns Analysis System." This computerized data system will facilitate

the strategic planning of arson prevention and control efforts, based upon the analysis of collected statistical data.

The Massachusetts program funded by the Arson Control Assistance Program will include the implementation of the arson prediction analysis model that was developed in Boston by Urban Educational Systems and funded by the U. S. Fire Administration. This prediction model will be a key element of the innovative arson prevention component in the Massachusetts program.

Arson Early Warning Systems Kit

The U. S. Fire Administration has also compiled a kit on arson early warning systems. The Kit outlines the usefulness of such data prediction systems and the methodology and steps to use in developing manual systems for use in any locality or neighborhood. The Kit was initially available at the National Conference on Arson Control that was sponsored by the U. S. Fire Administration in January, 1980.

Master Planning Guide For Arson Prevention and Control

A Master Planning Guide for comprehensive arson prevention and control is being developed by the Battelle Law and Justice Study Center of Seattle under grant from the U. S. Fire Administration.

The project has two goals: (1) to provide mayors, city managers and their staffs with the policy development and planning tools to address arson problems from a wide variety of perspectives, and (2) to improve fire and police investigations of suspected arson cases.

Battelle will examine the activities of local government agencies that currently are at various phases of implementing comprehensive arson programs that involve a range of public and private initiatives. Some of these jurisdictions will be selected for intensive field studies of the impact of arson on their overall planning and implementation processes.

A separate project component will be an assessment of how cities can adapt and utilize Arson Information Management Systems (AIMS) that attempt to develop computer predictions of arson-prone neighborhoods and buildings.

Insurance Industry Support Of Arson Early Warning Systems

The insurance industry is also providing financial support for the development of local arson early warning systems.

Aetna Life and Casualty Company and Factory Mutual System provided funding support for the initial city of New Haven Early Warning system. Factory Mutual Engineering System gave the city of new Haven a \$10,000 award in August, 1978, to support the development of this Arson Predictability Model Program. Aetna gave \$97,000 to the program.

New York City Data System Funding

In a related effort, the Law Enforcement Assistance Administration has provided the New York City Arson Strike Force with \$195,000 toward the development of a computerized system for assembling and storing information relating to the ownership and financial history of properties where arson has occurred. Arson investigators need a rapid way to collect this information and the system was designed to assist them in case preparation to help ensure that more of the arsonists who set fires for profit can get convicted. Included in this grant is money to provide each of the City's five District Attorneys with a computer terminal so they will have access to the information system.

PUBLIC ARSON EDUCATION - RECOMMENDATION 1*

Establish public arson education programs at the local and State levels.

Arson Media Kit

Hartford Insurance Group, Hartford, Connecticut, has produced, with the assistance of the U. S. Fire Administration, an Arson Media Kit. The Kit is designed to provide States and urban communities with the basic material to start a mass media Arson Prevention Campaign. The Kit contains four television spots on arson which are designed so that local groups can add their own message related, for example, to hotlines or tipster rewards. This Kit also contains radio scripts, slides, art work for posters and newsprint, letter-heads, and a sample of the graphics and copy used from a variety of successful Task Force programs. Availability of the Arson Media Kit is tied to the U. S. Fire Administration's Task Force Technical Assistance Program.

Arson Control Assistance Program Projects

The Law Enforcement Assistance Administration's Arson Control Assistance Program is funding public education and arson awareness programs as part of overall arson control programs in Arizona, Milwaukee, Wisconsin, and Norfolk, Virginia, among other locations.

Arson Resource Directory

The U. S. Fire Administration's Arson Resource Directory contains a section on arson public education that can serve as a valuable tool for localities considering creating such programs. It includes contacts and resources for use in tipster/hotline programs, newsletters, and audiovisual presentations.

*This recommendation appears and is discussed on page 53 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

Arson Media Seminars

The U. S. Fire Administration held a special seminar on starting up public education programs at the national conference on arson in New Orleans in January, 1980. Implementation brochures and kits were available to participants at the conference.

PUBLIC EDUCATION - RECOMMENDATION 2*

Establish a National Arson Resource Center.

During the past year, an Arson Resource Center has been established at the U. S. Fire Administration. The major purpose of the Center is to act as a national clearinghouse for arson information. This is the first such resource of its kind in the nation.

The major accomplishments of the Resource Center, to date, has been the publication of the Arson Resource Exchange Bulletin, an intermittent publication which is serving as a national information exchange publication, and the publication of the Arson Resource Directory, a compendium of virtually all of the arson control efforts and resources available at the Federal, State, county, local, and neighborhood levels.

The major purpose of the Center is to act as a clearinghouse for arson information. It will solicit material from the field and, in turn, disseminate such information through the Bulletin, prepared papers, brochures, and letters in response to requests. The Center has expanded the U. S. Fire Administration's collection to more than 1,500 documents, films, slide sets, case histories, and other items related to arson.

This recommendation appears and is discussed on page 54 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

PUBLIC EDUCATION - RECOMMENDATION 3*

Publish an Arson Resource Exchange Bulletin.

The Arson Resource Exchange Bulletin was initiated this year by the U. S. Fire Administration. Two issues of this intermittent publication appeared in 1979 and four have been published in 1980.

The Bulletin provides current information on arson control efforts throughout the nation. It provides information on and describes effective national, State, and local arson control strategies and serves as a valuable national clearinghouse of current arson-related efforts.

*This recommendation appears and is discussed on page 55 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

PUBLIC EDUCATION - RECOMMENDATION 4*

Identify models of effective hotline and arson reward programs, and encourage State and local agencies to implement such programs.

Arson Resource Directory List

Existing models of hotline and arson award programs have been identified in the U. S. Fire Administration's Arson Resource Directory. The Directory lists all State and local programs of this kind, including contact persons.

Arson Control Assistance Program Funding

LEAA's Arson Control Assistance Program is funding hotlines and reward programs in several jurisdictions, including the Arizona State program and the Milwaukee, Wisconsin, and Norfolk, Virginia, programs.

Hotline Manual

The U. S. Fire Administration is also encouraging such programs through the preparation and distribution of a manual on hotline and awards programs. This manual describes how localities and States can organize programs of this kind and the elements needed to assure success in their implementation. The manual was used in conjunction with a workshop on starting such programs that was held in January, 1980, at the U. S. Fire Administration's National Conference on Arson.

Insurance Industry Assistance

The insurance industry has made public education programs one of its highest priorities in the arson area. The industry has been active in helping to form and fund hotline and award programs. In recent surveys by the American

*This recommendation appears and is discussed on page 56 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

Insurance Association and the Alliance of American Insurers, over 3/4 of the companies indicated that they provide direct financial support to local arson programs. Much of this support comes in the form of cash grants and in-kind services such as providing printing or meeting facilities.

Many companies fund brochures and films for public education programs. These programs include the public service announcements developed by the Hartford Insurance Company and Professional Insurance; award programs such as the "Fire Hurts" program sponsored by Foremost Insurance Company.

PUBLIC EDUCATION - RECOMMENDATION 5*

Develop and support person-to-person "contactor" program models for arson prevention.

The U. S. Forest Service, with the support of the Law Enforcement Assistance Administration and the U. S. Fire Administration, has identified the personal and performance attributes of effective fire prevention contactors and is testing contactor models it has developed. The contactor program addresses the rural arson problem, particularly, in the south where grazing fires and woodland arson have become a grave problem.

The U. S. Forest Service also is currently in the process of preparing a state-of-the-art handbook, based on available literature that addresses the problem of incendiarism in southern forests. This handbook will serve as a basic source for future training courses.

*This recommendation appears and is discussed on page 57 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

COMMUNITY ORGANIZATIONS - RECOMMENDATION 1*

Support community organizations as a focus of neighborhood anti-arson efforts.

Capacity Building Initiatives

The U. S. Fire Administration, through a grant to American Institutes of Research (AIR), is funding an initiative to promote capacity building for arson prevention and public fire education programs for local community service groups.

This initiative provides support and stimulation to the field to: (1) study and describe selected promising State and local arson prevention and control programs for replication potential; (2) conduct further development of the cost/benefit model developed by AIR; (3) identify and describe community or neighborhood organization based upon arson prevention and control initiatives; and (4) promote coordinated efforts and maximize implementation of new approaches to the arson problem among national, State, local, and private sector organizations through a series of technical workshops.

Arson Control Assistance Program Funding

The Law Enforcement Assistance Administration's Arson Control Assistance Program will be funding projects that include using the resources of local neighborhood groups. The Massachusetts State Arson Control Assistance Program project, for example, includes an arson prevention component where community groups in selected neighborhoods will be formal members of a Municipal Arson Response Team. The Municipal Arson Response Team will coordinate municipal-level arson prevention and control efforts for the jurisdictions where it will operate. At least two community groups in Boston have been directly instrumental in providing the Massachusetts Attorney General with information that later led to indictments and convictions of arsonists in that city.

*This recommendation appears and is discussed on page 59 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

New York City Grant

A U. S. Fire Administration grant to New York City will allow the New York Arson Strike Force to institute experimental intervention strategies in two fire-devastated neighborhoods in Brooklyn. The grant will allow the Strike Force to assist local neighborhood groups in organizing arson prevention activities within their communities. This will be the beginning of what the Strike Force hopes will be their role as a facilitator of neighborhood arson prevention efforts and a clearinghouse for arson-related information for community organizations.

"How-To" Publication

The Law Enforcement Assistance Administration's (LEAA) Office of Community Anti-Crime Programs has published a "how-to" booklet entitled "Arson - How Not To Get Burned," directed at facilitating community arson control efforts.

Urban Crime Prevention Programs

In addition to the above, LEAA and ACTION are jointly administering the Urban Crime Prevention Program. One of the four project models in this program is in the arson control area. Neighborhood and community participation will focus on the utilization of volunteers to combat the arson problem.

Proposals for this program, which totals \$4.1 million, are presently being evaluated. Initial estimates project that up to 20 percent of total awards may go into arson control projects.

Action and Research Manuals

Of the various arson prevention tools available to community groups, two of the most valuable are the Arson Action Guide and the Research Manual. These documents, prepared by Urban Educational Systems with a grant from the U. S. Fire Administration, serve as a valuable resource to organizations who wish to develop local arson control strategies or to conduct property research.

Neighborhood Revitalization Handbook

The Department of Housing and Urban Development (HUD), Office of the Assistant Secretary for Neighborhoods, Voluntary Associations and Consumer Protection, is completing the final draft of a "Handbook for Neighborhood Commercial Revitalization" which contains a chapter on preventing arson. The chapter will describe: the arson problem; the role of the neighborhood in arson prevention; strategies for neighborhood involvement in anti-arson activities. This publication will provide technical assistance to community organizations that wish to attack arson at the local level.

Urban Initiatives Anti-Crime Program

A Letter of Understanding has been signed between HUD and the U. S. Fire Administration which will facilitate the U. S. Fire Administration's participation in the HUD administered Urban Initiatives Anti-Crime Program. Specifically, the U. S. Fire Administration will target technical assistance on arson prevention and control in and around public housing sites receiving Anti-Crime awards from HUD.

Preservation Of Historic Structures From Arson

The U. S. Fire Administration has provided a grant to the Conservancy Group, Washington, D.C., to develop information helpful to communities to preserving neighborhoods and historic buildings from arson. The project, when completed, will make available already existing anti-arson information and materials to nationwide preservation groups and will develop prototype information packets, enabling such groups to implement anti-arson projects. Another objective is to document specific cases of arson directed at neighborhood historic buildings or districts in four to six communities and to provide technical assistance to preservation groups in their anti-arson efforts.

Insurance Industry Support Of Community Anti-Arson Efforts

At least two insurance companies have developed specific programs directed at neighborhood anti-arson efforts. They are Aetna's Community Arson Awareness Program, a five piece arson kit designed for use by community groups and neighborhood organizations, and Allstate's Community Action Guide, Put the Heat on the Arsonist, which offers details on organizing a community anti-arson program.

INVESTIGATION/PROSECUTION OF ARSON

FIRE/ARSON DETECTION - RECOMMENDATION 1*

Improve arson detection and preservation of evidence by firefighters.

Arson Detection Course

The U. S. Fire Administration, as part of a reimbursable agreement with the Law Enforcement Assistance Administration (LEAA), is conducting three-day courses in arson detection throughout the country, one in each of the Federal regions. In fiscal year 1980, these courses trained 1,126 participants.

Because of increasing demand, the National Fire Academy provided additional arson course offerings during two summer quarter sessions in 1980.

Fire/Arson Detection, a one-week course, is designed to identify effective methods of arson detection and is geared to train-the-trainer. The course covers: determining the point of origin, causes of fire, collection and preservation of evidence and courtroom demeanor. Nine one-week sessions of this course were held during July-September, 1980.

These courses, also funded by LEAA, trained 223 participants.

Student Workbooks

The U. S. Fire Administration/LEAA reimbursable agreement also includes funding for the U. S. Fire Administration to distribute 2,950 student workbooks to State Fire Training Directors to encourage dissemination of the course at the local level. The U. S. Fire Administration is also sharing training schedule information with the Federal Bureau of Investigation, the Bureau of Alcohol, Tobacco, and Firearms, and LEAA.

*This recommendation appears and is discussed on page 62 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

Insurance Industry Assistance

In several localities, including Seattle and Phoenix, the insurance industry has paid for arson vans to improve evidence collection by the fire departments. Industry funds are also given for the purchase of detection equipment.

FIRE/ARSON INVESTIGATION - RECOMMENDATION 1*

Develop and distribute a Fire Investigation Reference Handbook.

This handbook is in the printing process of the Government Printing Office. It was prepared by the Center for Fire Research at the National Bureau of Standards, U. S. Department of Commerce, with the help of a large number of practitioners in the arson investigation community. Five thousand copies of the Handbook will be distributed by the National Bureau of Standards, by the National Fire Academy, and sold by the Government Printing Office.

District Attorneys Manual

This effort has been supplemented by an investigator's manual that complements the Code for Federal Regulations handbook. Under a grant from Aetna Life and Casualty, the California District Attorney's Association has prepared two manuals: one on arson investigation and the other on step-by-step procedures for trying arson cases. These are sold in two-volume sets to ensure investigators have access to prosecution procedures, thereby promoting a greater understanding between these two fields. The manuals are useable in all 50 States and are being distributed nationally through local district attorney associations. These associations are encouraged to prepare appendices to include their own State's arson laws.

Pocket Guide To Arson Investigation

In another effort, Factory Mutual has produced a new, pocket-sized handbook to be used by fire service personnel and arson task forces in investigating incendiary fires. Called A Pocket Guide to Arson Investigation, it outlines the stages of an alarm and points out the critical observations a firefighter can make to gather evidence of arson.

This handbook can help the firefighter recognize important evidence and can guide him through observations, from the initial report of the fire to extinguishment and collection of evidence. Some of the topics included are: observations en route to the fire, determining the point of origin, slow or fast burning fires, handling evidence with care, and securing the fire scene.

*This recommendation appears and is discussed on page 63 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

FIRE/ARSON INVESTIGATION - RECOMMENDATION 2*

Support implementation of State and local arson investigation programs.

Arson Control Assistance Program Funding

The Arson Control Assistance Program of the Law Enforcement Assistance Administration (LEAA) in December 1979 awarded \$9 million in grants to 34 jurisdictions to assist States and localities in their arson investigation efforts. These funds are directed at a variety of efforts to increase arson investigation performance, including adding additional personnel to arson squads and strike forces, funding training for fire investigators, and improving technical support equipment, among other areas.

For example, the Arson Control Assistance Program funds allow the City of San Francisco to retain a full-time prosecutor to work on arson cases and to hire additional arson investigators and support personnel, and to purchase specialized arson equipment for training and investigation purposes. Arizona's grant, among other objectives, allows it to provide joint prosecutor/investigator cross-training. Funds given to the Massachusetts program allow that State to give 20 hours of in-service training in arson investigation to fire service personnel in localities most heavily impacted by arson.

Arson-For-Profit Investigation Training Course

The Law Enforcement Assistance Administration (LEAA) is also providing funds to support an Arson-for-Profit Investigation Training Course which was developed and implemented by the Bureau of Alcohol, Tobacco and Firearms (ATF). ATF has conducted classes in areas of greatest need for State, county, and local personnel engaged in or in the process of being assigned the responsibility for investigating the crime of arson. Each training session has provided approximately 40 hours of instruction for 40 to 60 participants.

*This recommendation appeared and is discussed on page 64 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

The course was designed to enhance the proficiency agencies in conducting investigations of arson-for-profit and in coordinating activities with other agencies involved with arson control.

Examples of instructional topics are: Motives, Sources of Information, Evidence, Investigative Techniques, Real Estate, Finance, Insurance, Case Development, and Case Management.

In fiscal year 1980, 750 participants were trained.

Arson Study

In another LEAA effort, the National Institute of Law Enforcement and Criminal Justice has given a grant to the International Association of Fire Chiefs (IAFC) to make a study of arson and anti-arson efforts in a selected sample of 10 jurisdictions in the United States with populations greater than 100,000. The IAFC will examine the organizational arrangements and agencies involved in arson prevention and investigation; actual fire and arson incidents; fire classification procedures; the effects of arson laws on profiles of arsonists. The purpose of the study is to reveal points at which difficulties arise and failures occur. The study will provide recommendations on how large jurisdictions might deal with their arson problem more effectively.

Arson Resource Directory

The 1979 Report to the Congress on arson also recommends that the U. S. Fire Administration "compile a directory of existing fire detection and investigator training programs . . ." This information has been compiled in the Arson Resource Directory, prepared by the U. S. Fire Administration. The Directory includes investigator training programs offered by Federal and State agencies, as well as those offered by colleges and universities.

The Directory also lists prosecutor training programs and where they are available.

FIRE/ARSON INVESTIGATION - RECOMMENDATION 3*

Develop a comprehensive motor vehicle arson investigation program.

National Automobile Theft Bureau Manual

The National Automobile Theft Bureau has re-released its publication Manual for the Investigation of Automobile Fires. Copies are now available for fire investigators and others concerned with auto arson. This 50page book details the investigative contribution that can be made by insurance adjusters, police and fire personnel, and others in addressing and reducing the incidents of auto arson.

Massachusetts Insurers Efforts

The report of the Massachusetts Arson Prevention Task Force, whose staffing and publication was funded by the U. S. Fire Administration, describes the remarkable success of several insurance companies in the State in curbing an epidemic of auto theft and arson. Developed initially by the Kemper and Travelers Insurance Companies, the special theft investigation units of these companies were soon adopted by the Hanover and Commercial Union Insurance Companies. These insurers are now about to be joined in this effort by Aetna, Hartford, Allstate, and Fireman's Fund.

*This recommendation appears and is discussed on page 65 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

PROSECUTION - RECOMMENDATION 1*

Develop profiles of arson arrests and convictions.

Arson Profile Studies

The Community Crime Prevention Division of the NILECJ, LEAA, is undertaking two research efforts which address the development of profiles of arrests and convictions:

- The International Association of Fire Chiefs recently received funding to conduct research in the area of arson control. This research will include a study of arrest rates with attention given to trends and patterns in arrest rates and their relevant correlates. In addition, the study will gather information about arson offenders, their characteristics, background and motives, and their methods of operation. In developing profiles of arson offenders, attention will be given to the process of investigation, prosecution, and sentencing of offenders and the key factors influencing this process.
- A grant has recently been awarded for a study of arson adjudications. The major purpose of this project will be to discover whether there are common weak and strong points in the arson adjudication process as it occurs today, what the nature of these strong and weak points is, and how the process can be improved by building on the knowledge that is obtained.

Prosecution Profiles

To supplement this research, the Counsel's Office of the U. S. Fire Administration is soliciting information on arson prosecutions that have a new approach or innovative aspect to preparing or prosecuting cases. Areas of special interest include the use of new technology in prosecution proceedings, unique evidentiary findings, the application of new statutes dealing with arson, and the obtaining of murder convictions for firefighter deaths occurring in arson fires, among other aspects.

*This recommendation appears and is discussed on page 66 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

Insurance Industry Claims Survey

The All-Industry Research Advisory Council Arson Task Force is conducting a claims survey which it hopes will provide data on a profile of an arsonist. The Arson Task Force is currently planning to conduct an open claims file survey to develop and identify the characteristics which are inherent in the majority of suspicious fires related to a profit motive. The survey will be conducted among the All-Industry Research Advisory Council member companies. The results of the survey will be used to assist the insurance industry in improving its arson detection and control techniques and training programs.

Massachusetts' Study Of Sentencing Patterns Of Arsonists

The Office of the Commissioner of Probation, Commonwealth of Massachusetts, made a study analyzing the sentencing patterns of defendants convicted of arson. The study examined sentencing patterns of 107 defendants in Massachusetts between 1975 and 1978 and found that the defendant's age, prior criminal convictions and simultaneous convictions of additional crimes, were related to sentencing outcomes.

Two-thirds of the convicted arsonists were under 26 years old. Juveniles (7 to 16 years of age) accounted for 20 percent of the people in the study, young adults (17 to 25 years of age) accounted for 48 percent and older adults (26+ years old) accounted for 32 percent. The average age of people convicted of arson was 24 years. The majority of people in the study (97 percent) were male.

The Massachusetts Probation study found that 71 percent of the convicted arsonists were supervised by probation officers in the community either through suspended sentences (49 percent), or probation (20 percent). Cases which were continued without a findings accounted for (2 percent). A small percentage (5 percent) of the people in the arson study had their cases filed or were fined.

Massachusetts General Laws, Chapter 266, establishes a sentence of not more than 20 years in a State prison as the maximum penalty for arson. Six percent of the 107 people in the Probation study were sentenced to a State prison, where the terms ranged from five to 20 years. The average sentence to a State correctional facility was 10 years. Sentences to a county House of Correction were given to 16 percent of the convicted arsonists, for terms ranging from one month to 2-1/2 years. The average sentence to a House of Correction was 21 months.

PROSECUTION - RECOMMENDATION 2*

Develop, publish, and distribute a Prosecutor's Arson Handbook.

Prosecutor's Manual

Under a grant from Aetna Life and Casualty, the California District Attorneys Association has prepared two manuals: one on arson investigation and the other on step-by-step procedures for trying arson cases. These will soon be sold in sets to insure that investigators have access to prosecution procedures, thereby promoting a greater understanding between these two fields. The manuals will be useable in all 50 States and will be distributed nationally through local district attorneys associations. These associations will be encouraged to prepare appendices to include their own State's arson laws for inclusion in each manual.

Regional Prosecutor's Course

After the successful testing of a prosecutor's course, sponsored by the U. S. Fire Administration, the Law Enforcement Assistance Administration, and the National College of District Attorneys this past June, the Law Enforcement Assistance Administration approved funding to support the dissemination of the course through three regional meetings. The prosecutor's course covers such topics as Preparation and Presentation of a Case; Legal Aspects of Arson; Meeting Defenses; Evidence Preservation and Lab Analysis; and Incendiary Fire Detection. The first regional meeting was held in Chicago in with the others held in Denver and Atlanta.

*This recommendation appears and is discussed on page 67 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

PROSECUTION - RECOMMENDATION 3*

Increase judges' knowledge of the social and environmental impact of arson.

The Arson Control Assistance Program of the Law Enforcement Assistance Administration has funded some projects that include "sensitivity training" for the judiciary or which provide funds for judges to attend courses designed for them or that provide judges with an opportunity to interact with investigators and prosecutors on this issue.

*This recommendation appears and is discussed on page 68 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

PROSECUTION - RECOMMENDATION 4*

Prepare civil attorneys to defend against fraudulent insurance claims.

Arson Adjudication Study

The National Institute of Law Enforcement and Criminal Justice, Law Enforcement Assistance Administration, recently funded a study on arson adjudication in order to develop the most appropriate means for the preparation, prosecution, and disposition of arson cases, whether these be criminal or civil cases. The major purpose of the study is to discover whether there are common weak and strong points in the arson adjudication process; what the nature of the strong and weak points are; and how the process can be improved. The examination is to be done primarily by analysis of the records of completed cases.

National Symposium On Economic Aspects Of Arson

A national symposium on the economic aspects of arson was held in December, 1979 at the Federal Bureau of Investigation's (FBI) Academy in Quantico, Virginia. This symposium, sponsored by the FBI and the Law Enforcement Assistance Association (LEAA), focused on investigative techniques in detecting arson fraud and how insurance companies can assist investigators in developing criminal cases in this area.

Arson Control Assistance Program

In one of the more innovative Arson Control Assistance Program projects sponsored by LEAA, the Massachusetts State project will include exploring means to proceed with civil action by a public agency as a supplement to criminal action. Such action will include civil sanctions allowed under the State's recently-enacted antiarson law (including sanctions against overinsurance), the State's Consumer Protection Act, and the State's Housing Code.

*This recommendation appears and is discussed on page 70 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

Insurance Industry Efforts

The Property Loss Research Bureau sponsors programs designed to improve the defense attorney's skills in handling arson cases. At their annual meeting, March 1980, the Property Loss Research Bureau conducted a workshop on the important aspects of claim denials and proper procedure in handling proofs of loss. In addition, the Defense Research Institute, a nonprofit corporation whose primary purpose has been to increase the professional skills and knowledge of defense attorneys, conducts several national workshops designed especially for defense insurance counsel. Their seminar in November, 1979, focused on how to defend arson fraud cases. The Defense Research Institute articles, plus numerous others published in law journals, are frequently circulated in the industry as a means of improving defense attorney's skills.

FAIR Plans Efforts

The insurance industry is also taking a leading role in this area. The National Committee on Property Insurance, the trade organization for all State FAIR Plans, has sponsored a two-day seminar on arson for its members in January, 1980. The major theme of the seminar was how FAIR Plans can increase their effectiveness in challenging fraudulent claims and in successfully defending against such claims in civil court.

American Bar Association's Arson Project

The American Bar Association has recently organized an arson project committee with the goal of "enhancing the ability of the organized Bar to contribute effectively to reducing the incidence of arson." Some of the specific objectives of the committee are to create a Bar resource center on arson; sensitize the Courts on the extent to which arson threatens societal interests; disseminate litigation guides for prosecutors and insurance defense counsel; and help to reduce the legal and procedural impediments to successful civil and criminal arson adjudication.

Also the U. S. Fire Administration has given a grant to the American Bar Association for its Young Lawyers Division Arson Project Committee. The Committee's work is designed to coordinate the efforts, enhance the ability, and marshal the resources of the entire organized bar to contribute effectively to reducing the incidence of arson. Its plan of action has six objectives:

- (1) Coordinate the efforts of all American Bar Association component,
- (2) Eliminate the fragmental approach to individual American Bar Association's anti-arson efforts,

- (3) Create judicial awareness of the arson problem, including rates of prosecution, inconsistencies in sentencing, and rates of recidivism,
- (4) Elevate legislative awareness by proposing realistic legislation and by developing model criminal and civil statutes,
- (5) Heighten public awareness of the arson problem, and
- (6) Educate and train lawyers to meet more effectively the complexities of criminal and civil arson adjudication.

Prosecutors Manual

As noted above, Aetna Life and Casualty has recently funded the preparation of a two-volume manual on arson investigation and prosecution, which has been prepared by the California District Attorneys Association.

PROSECUTION - RECOMMENDATION 5*

Provide Federal assistance to State and local arson investigators and prosecutors when assistance is required because of the presence of organized crime, the caseload, or municipal corruption.

Arson Investigation

The primary thrust of arson investigations by the Bureau of Alcohol, Tobacco and Firearms (ATF) is being directed toward those incidents involving industrial or commercial activities, wherein the suspected perpetrators are members or associates of organized crime, white collar criminals (and their associates), and members or associates of organized arson rings.

ATF is assisting State and local authorities experiencing a significant arson problem, especially when the nature or magnitude of the problem extends beyond the investigative jurisdiction or resource capability of such authorities. ATF also provides training to other Federal, State, and local enforcement agencies relative to the detection and investigation of arson-for-profit schemes and other related arson "tactics" employed by organized crime and white collar criminals.

In furtherance of nationwide investigative efforts, ATF has continued to act as a catalyst in promoting Arson Task Force units throughout the country. These "task force" operations involve the coordinated efforts of State/local and other Federal agencies, working in conjunction with United States Attorneys or Strike Force Attorneys in their respective geographical areas. The "task force" operations, coupled with investigative efforts from nontask force offices within the Bureau, has resulted in substantial accomplishments in the fight against the national arson problem. During the period of October 1, 1979, through June 30, 1980, ATF investigated 442 arson incidents involving 752 suspects. During the same timespan, 93 defendants were recommended for prosecution, of whom 25 defendants have either been convicted or pled guilty. The remaining 68 defendants were still pending judicial action at the close of the defined reporting period.

During fiscal year 1980, ATF expanded its national response capability through the establishment of four specialized teams of investigators located in the Midwest, Northeast, Southeast, and Western regions of the United States. These specialized units are capable of providing a 24-hour response, assembling the most qualified ATF personnel and up-to-date equipment available, to assist State and municipal agencies in the investigation of arson or explosives related incidents of extreme, major proportions.

*This recommendation appears and is discussed on page 71 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

The following cases are but a few examples of the types of arson investigations conducted by ATF, through the assistance and cooperation of other Federal, State, and municipal agencies:

Anchorage, Alaska
International Market Place

On November 4, 1979, at about 4:30 a.m., a fire occurred at the International Market Place, a large complex consisting of a shopping mall and restaurant, in Anchorage, Alaska. Damage to the buildings and their contents was approximately \$4 million.

A joint ATF/local police investigation resulted in Federal grand jury indictments on June 5, 1980, charging five Anchorage men with the arson of the multimillion dollars complex, including financially prominent individuals allegedly involved in a series of arsons that have recently occurred in the Anchorage area.

Dalton, Georgia
Delay Arson

On August 22, 1980, at approximately 11:02 p.m., an exclusive private women's beauty salon and health spa, located in Dalton, Georgia, was completely destroyed by an explosion and fire. The Dalton Fire Department responded within one minute of the blast, but was unable to control the fire. There were no deaths associated with the incident, however, one suspect was determined to be injured by the fire. Damage was estimated to exceed \$250,000.

On August 25, 1980, the ATF National Response Team, Southeast Region, was activated to the site of the suspected arson. After an extensive post blast crime scene search, followed by other investigative leads, sufficient evidence was established to determine the arson to be profit motivated. A Federal grand jury is being utilized and sufficient evidence has been developed to proceed toward an indictment within a few weeks.

Cleveland, Ohio
Fred J. Bickerstaff

On August 29, 1980, at 7:05 a.m., an explosion and fire occurred at a private residence located in Lodi, Ohio, resulting in the death of a mother and two teenage boys. ATF's assistance was requested by the Medina County Sheriff's Department, and on that same date, the ATF National Response Team, Midwest Region, was activated to the site.

The National Response Team conducted an extensive crime scene search and determined that the victims had been murdered prior to the arson of the house. Other leads that were developed identified two prime suspects and an "All-Points-Bulletin" was subsequently issued by the Medina County Sheriff's Department. Since the incident did not fall under ATF's jurisdiction, all

evidence was turned over to local authorities and ATF's participation was concluded, pending any additional requests for assistance. The two suspects are still at large.

Los Angeles, California
Remington Industries

On May 12, 1979, a \$1.5 million arson occurred at Remington Industries, a large industrial building in the Los Angeles area. The local fire department extinguished the fire, but a flare-up occurred, trapping firefighters inside. As a result, one firefighter was killed and 24 were injured.

In September, 1979, the Los Angeles Arson Task Force, consisting of ATF agents and Los Angeles Fire Department arson investigators, initiated an investigation. On May 8, 1980, a Federal grand jury in Los Angeles indicted the two owners of the business. Both subjects were charged with violations of Federal explosives laws, mail fraud, conspiracy and aiding and abetting.

Payment of insurance claims of over \$4.5 million have been withheld pending the trial of the defendants.

Covington, Kentucky
Queen City Insulators

On March 28, 1980, ATF special agents, assisted by State and local officers, arrested four individuals who had been indicted by a Federal grand jury in the Eastern District of Kentucky. The six-count indictment charged the defendants and the corporation with violations of mail fraud, ITAR, and the Federal explosives laws in connection with an explosion and fire that occurred on December 9, 1978, at Queen City Insulators, Inc., in Covington, Kentucky. Two other co-conspirators were killed as they were unable to escape the ensuing fire.

The indictment and arrests were the result of a 16-month investigation conducted by ATF, the Kentucky State Police, and the Covington, Kentucky, Fire and Police Departments. Over \$600,000 in fraudulent insurance claims were aborted by this investigative effort.

Buford, Georgia
Daniel Clifton Cole

From late 1974 through July of 1977, former Gwinnett County, Georgia, Sheriff Daniel Cole, owned and operated a used car business in Buford, Georgia. During this period of time, Cole was involved in a "buy-back" agreement with several financial institutions, guaranteeing car loans for a percentage of the cost. When buyers defaulted, arrangements were made to burn the vehicles, requiring the insurance companies to repay the lending institution. Approximately 40 vehicles were suspected of being destroyed in this insurance fraud

scheme. during a 16-month investigation, ATF developed substantial evidence indicating Cole's involvement in the illegal activities.

On July 8, 1980, Cole was sentenced to five years imprisonment following his conviction for arson and mail fraud violations. A second suspect received a 6-month prison sentence and five years probation.

FBI Arson Investigations

Because of the successful Federal prosecution of the classic Tampa arson-for-profit ring, as described in the Senate hearings on arson, the Federal Bureau of Investigation (FBI) has embarked on a proactive anti-arson intensification program. The focus of the FBI's arson-related jurisdiction is aimed at curtailing organized crime involvement and focusing on major cases of widespread significance. The RICO statute provides the FBI with an excellent tool for attacking organized crime involvement in arson.

In July, 1978, Director Webster sent investigative guidelines to the Special Agents in charge of the 59 FBI field offices. As of December, 1979, the FBI had approximately 210 arson-related cases under investigation. From December, 1978, through December, 1979, 66 Federal convictions were recorded as a result of the FBI arson-related investigations.

Since July 1978, the FBI has trained over 140 Special Agents at a week-long session at the Federal Bureau of Investigation's Academy. These classes are highlighted with expertise provided by laboratory and organized crime specialists. This instruction is supplemented by guest appearances of recognized authorities in the same classroom with its Special Agents, thereby emphasizing the cooperative nature of these cases. In addition, during fiscal year 1980, the FBI, with the support of other agency funds, has trained 750 persons from the law enforcement and fire fields.

The FBI is now meeting regularly with numerous representatives of responsive Federal and local agencies who have become involved in the effort to curtail this growing area of criminality. As a result, a number of significant cases have been detected, investigated, and criminals apprehended and successfully prosecuted.

Among these are:

"MR. LIVING ROOM"

- On March 1, 1977, the "Mr. Living Room" furniture store in Marlton, New Jersey, was burned to the ground with an insurance

loss of \$1.2 million. As a result of an investigative effort by the FBI, a key informant was developed and subsequent investigation led to solving this case. On January 12, 1979, La Cosa Nostra associate Ralph Natale was convicted in United States District Court, Eastern District of Philadelphia for violations of the Federal Racketeering Laws Statute, for which he received a sentence of 15 years custody of the Attorney General.

Six others, including the owner of the furniture store, an attorney, a public insurance adjustor, the arsonist, and another conspirator were also convicted and sentenced to substantial jail terms.

ATF, the U. S. Secret Service, the FBI, local authorities, and the Philadelphia Strike Force worked jointly in solving the case and obtaining successful prosecutions.

"EMERALD"

- Emerald is another undercover operation conducted by the FBI cooperatively with New York State police officials including the Erie County District Attorney, the Federal Strike Force and the U. S. Attorney's Offices. To date, operation Emerald has been responsible for solving 33 major arsons and insurance claims valued at \$4.3 million, the recovery of 135 vehicles and \$1.1 million in recoveries of other stolen property. On June 6, 1979, the local phase of this case resulted in 75 indictments filed against 91 defendants, charging them with a variety of violations in the State of New York, including arson, grand larceny, possession of stolen property, bribery, and burglary. Other Federal indictments are expected in the near future. The Law Enforcement Assistance Administration funded the Emerald Project and major assistance was also provided by the Insurance Crime Prevention Institute.

"TACOMA"

- The Seattle Division of the FBI, in association with ATF, recently completed a Racketeer Influenced and Corrupt Organizations investigation which resulted in the conviction of a Mafia-type "Godfather," John Joseph Carbone, the Sheriff of Pierce County, George Janovich, one of Washington's most populous counties, and other individuals. Under protection of the Sheriff, the group was engaged in operating a number of taverns which served as the base for prostitution, illegal gambling, murder, and arson. Undercover agents of ATF and the FBI

successfully infiltrated the group to secure criminal evidence and at the point at which the FBI undercover agent was to commit a murder by fire-bombing a tavern, a group of 15 were arrested and 13 were later convicted.

U. S. Postal Service Arson-Related Investigations

The Postal Inspection Service's contribution to prevention and control of arson is made through the enforcement of the Mail Fraud Statute, Title 18, United States Code, Section 1341. Under this statute, the United States Postal Service (USPS) investigates the submission of false or fraudulent claims for indemnification for alleged losses, including losses sustained as the result of supposedly accidental fires. It is the use of the mails in the filing of a fraudulent claim for a fire loss which brings about its involvement in arson-related investigations.

The Postal Inspection Service receives referrals of arson related complaints from other Federal agencies, State and local enforcement authorities, consumer and business groups and U. S. Attorneys. USPS has improved the coordination of its efforts with these various agencies to ensure that they are aware of its interest and of the fact that it actively solicits information concerning suspicious claims. The Inspection Service also has a program in cooperation with the Insurance Crime Prevention Institute aimed at identifying localities with a suspected high incidence of arson in order that it may more efficiently allocate its investigative resources. USPS also participates in the Department of Justice's Organized Crime Strike Forces. Inspectors are assigned to each strike force and they handle approximately 40 percent of USPS's arson-related investigations.

In the most recent 12-month period, the Inspection Service investigated 329 allegations of frauds against insurance companies, of which 41 were identified as arson-related.

USPS efforts have resulted in 14 indictments, 15 arrests, and 23 convictions. The Mail Fraud Statute is one of the Federal Government's most effective weapons against arson-for-profit schemes since it enables the government to obtain successful prosecutions in cases where the available evidence is not sufficient for State and local authorities to prove the actual act of arson.

Internal Revenue Service Arson Investigations

On March 28, 1979, IRS Supplement 9G-98 was issued implementing a nationwide project within the Internal Revenue Service to investigate and ascertain if the Internal Revenue laws were being compiled with by taxpayers involved in arson-for-profit activities. This project, known as project 32, requires

the Criminal Investigation Division to gather information and investigate individuals alleged to be engaged in arson-for-profit.

In the few months since its implementation, this project has produced 29 investigations resulting in one recommendation for prosecution, five discontinued cases, and 23 cases presently under active investigation. Of the five discontinued cases, one was discontinued because the taxpayer was prosecuted by another agency and the remaining four were discontinued due to a minimal tax liability.

The IRS is also in the process of developing guidelines for use by its 50 district offices in establishing liaison with appropriate State insurance commissioners. This will enhance the soliciting of information on insurance claims suspected of being arson-related or of having criminal or civil tax potential.

TRAINING - RECOMMENDATION 1*

Increase arson detection training opportunities for paid and volunteer firefighters.

New Arson Courses

The U. S. Fire Academy has announced new course offerings to be conducted in each of the 10 Federal regions beginning January 21, 1980. Included in these offerings are three arson training courses. One of these is a course on arson detection that is oriented towards fire-fighting officers and will be offered 10 times during the year. This 3-day course trains fire personnel in identifying fire causes and the detection of arson, securing the fire scene, identifying and preserving evidence, and reporting of incidents. In addition, the U. S. Fire Administration, with support from the Law Enforcement Assistance Administration funding, will prepare and distribute 4,000 copies of the student handbook for the detection course. It will be available free to State training directors for use by volunteer fire departments.

NFPA Arson Training Package

The National Fire Protection Association has produced a series of 11 slide/tape training packages on arson investigation. These series instruct firefighters, fire investigators, police, and insurance investigators in recognizing signs of arson.

Insurance Industry Support Of Training

The insurance industry has also been active in supporting arson detection training opportunities for paid and for volunteer firefighters. Most of the trade associations conduct arson detection and investigation programs which are open to public officials including firefighters and police officers. These programs include those sponsored by the Property Loss Research Bureau, the Insurance Crime Prevention Institute, and the National Crime Prevention Association. Many insurance companies directly fund training and investigation programs sponsored by local policemen, firefighters, and investigators. The primary forms of support are provision of tuition, travel, and room costs and in-kind contributions.

*This recommendation appears and is discussed on page 72 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

TRAINING - RECOMMENDATION 2*

Increase arson investigation training for fire and police officers.

The Law Enforcement Assistance Administration (LEAA) has provided funds to the U. S. Fire Administration, the Federal Bureau of Investigation (FBI), and the Bureau of Alcohol, Tobacco, and Firearms (ATF) to support arson investigation training for fire and police officers in the following ways:

LEAA/USFA Reimbursable Agreement

Police and fire arson investigators can attend one of 10 two-week training classes. One class is being provided in each of the 10 Federal regions with a total of 350 State and local participants being trained.

LEAA/FBI Reimbursable Agreement

Through its 59 field offices, the FBI has, since 1935, provided training assistance to State, county, and local criminal justice personnel in a wide variety of law enforcement matters. LEAA funds are supporting arson investigation courses taught by specially trained FBI instructors and available through each of the field offices on request. During fiscal year 1980, approximately 143 seminars focusing on specific arson issues were offered to a total of 10,915 State and local arson control personnel. These seminars were directed to needs and problems indigenous to the locale.

Three seminars for local laboratory personnel with responsibility for examining arson evidence will be conducted at the FBI Academy and Laboratory.

LEAA/ATF Reimbursable Agreement

ATF, in conjunction with an LEAA-funded project, has developed an "arson-for-profit" training course for State and municipal enforcement agencies and public safety departments. These one-week courses, taught by ATF personnel, are currently being conducted throughout the United States at designated city locations. During fiscal year 1980, the course was offered at the following locations wherein training was administered to approximately 350 State/local arson investigators:

*This recommendation appears and is discussed on page 73 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

New Orleans, Louisiana	March 24-28, 1980
Los Angeles, California	April 14-18, 1980
Union, New Jersey	May 12-16, 1980
Chicago, Illinois	June 16-20, 1980
Boston, Massachusetts	July 14-18, 1980
Cleveland, Ohio	August 18-22, 1980
Philadelphia, Pennsylvania	September 22-26, 1980

Eleven additional cities have been selected as training sites for the course during fiscal year 1981. The tentative schedule for those schools is as follows:

New York, New York	October 20-24, 1980
Atlanta, Georgia	November 17-21, 1980
Houston, Texas	December 8-12, 1980
Pittsburg, Pennsylvania	January 12-16, 1981
Sacramento, California	February 2-6, 1981
Kansas City, Missouri	March 9-13, 1981
Hartford, Connecticut	April 6-10, 1981
Orlando, Florida	May 4-8, 1981
Dallas, Texas	June 8-12, 1981
Cincinnati, Ohio	July 13-17, 1981
Salt Lake City, Utah	August 3-7, 1981

Through the administration of this program, ATF will train an additional 550 State and municipal officers, during fiscal year 1981, in the investigation of "arson-for-profit" schemes.

Arson Control Assistance Program Training

Training is also one of the major components in the 34 projects funded by LEAA under the Arson Control Assistance Program. The Lynchburg, Virginia, project, for example, includes a regional approach that involves 10 localities and funds training for 35 volunteer fire departments. The Norfolk, Virginia, project utilizes materials developed by the U. S. Fire Academy using a two-level training program. Arson investigators there receive training through an 80-hour course, while prosecutors, insurance agents, and those involved in arson detection receive training through a 21-hour program.

"Arson Shield" Program

A new arson delivery package "Arson Shield," has recently been completed by the U. S. Fire Administration and is now being presented.

The package, two weeks in length, is a combination of National Fire Academy and Office of Planning and Education programs. It is an umbrella-type of arson prevention and control program -- a "shield" for communities to use in their fight against arson.

Six programs form the U. S. Fire Administration's Arson Shield:

Fire/Arson Investigation Training	(NFA)	2 weeks
Fire/Arson Detection Training	(NFA)	3 days
Arson Task Force Assistance	(OPE)	1/2 day
Arson Awareness and Public Education	(OPE)	1/2 day
Arson Information Management	(OPE)	1/2 day
Juvenile Firesetter Counseling	(OPE)	1 day

The Fire/Arson Investigation Training is a shortened version of the three-week course currently offered at the U. S. Fire Academy. It is an indepth course dealing with methods of conducting legal investigations into all aspects of fire, culminating in the successful prosecution of arson. Fire/Arson Detection is designed to identify effective methods of arson detection and is offered in the train-the-trainer mode.

The Arson Task Force Assistance program has already been delivered to over 3,200 participants in over 100 locations. It is a workshop for interested communities on how to establish a task force, discussing the advantages and problems experienced by other cities in implementing the concept.

Arson Awareness and Public Education is new. It is designed to demonstrate to the audience the application of the five-step planning process in developing arson public education programs. Instruction is also provided on the utilization of the Hartford Insurance Group's Arson Media Kit and it is targeted for fire public educators and task force members seeking to design effective programs to combat arson.

Arson Information Management Systems is a manager's tool against arson. The concept behind the Arson Information Management Systems is that arson, particularly arson-for-profit, is to some extent a predictable and, therefore, a preventable crime. The Arson Information Management System is a tool used to predict those buildings most susceptible to arson-for-profit, thereby permitting the development of specific prevention strategies. It is directed at task force members, fire and police chiefs, arson unit managers, and arson data personnel.

The Juvenile Firesetter Counseling program has been widely accepted within the fire service. Based on a project designed questionnaire, the young firesetters are grouped into three basic categories: the curious child who simply may need education; the troubled child who is responding to stress and may need counseling by fire officials and mental health professionals; and the pathological child who needs the attention of a psychologist or psychiatrist. Participants include fire education specialists, fire investigators, counselors, law enforcement and juvenile authorities.

Four sites have been selected for regional presentation of the Arson Shield program during 1980.

Interagency Curriculum For Wildfire Cause Investigation

An interagency curriculum for wildfire cause investigation has been developed through coordinated efforts by the U. S. Forest Service, the Bureau of Land Management, the National Park Service, the Fish and Wildlife Service, the U. S. Fire Administration, and the Bureau of Alcohol, Tobacco and Firearms.

Volunteer Firefighters Workshop

The training needs of volunteer firefighters in rural areas was examined in the U. S. Fire Administration sponsored National Workshop for Volunteer Fire Service. Conducted by the National Volunteer Fire Council with the cooperation of the International Association of Fire Chiefs and the International Society of Fire Service Instructors, the Workshop was held in Snowmass, Colorado, August 17 through 19, 1979.

The basic objective of the Workshop was to determine needs of volunteer firefighters throughout the nation. A working group of 75 fire service personnel represented volunteers in each of the 50 States, the fire service organizations, public interest groups, the fire news media, and other appropriate organizations.

A full range of rural fire problems were examined in the sessions and solutions were proposed. In the area of training, conclusions and recommendations centered around the following needs:

- Provide all volunteer firefighters with an overview course in arson detection;
- Provide volunteer fire officers with more advanced courses in cause and origin of fires;
- Make available to volunteers a more comprehensive course in fire investigation;
- Cross-train task force personnel (fire, police, prosecutors, judiciary) on arson;
- Establish arson training criteria;
- Require certification of investigators using the National Fire Protection Association's standards.

TRAINING - RECOMMENDATION 3 *

Develop and distribute an arson training program for prosecutors.

In September, 1979, the National College of District Attorneys received a grant from the Law Enforcement Assistance Administration (LEAA) to continue development of an arson prosecution training package; to present this training package in three locations nationwide; to evaluate the program; and to make it available to training and professional organizations. The package has been prepared and will be presented by the U. S. Fire Administration's Fire Academy.

As of December 1, 1979, some modifications have been made to the pilot training package presented last June by the National College of District Attorneys/U. S. Fire Administration/LEAA. One additional seminar has been held in Chicago. The two remaining seminars to be held by the National College of District Attorneys under this grant will be in Colorado Springs and Atlanta.

*This recommendation appears and is discussed on page 74 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

TRAINING - RECOMMENDATION 4*

Develop and deliver a training program to provide forensic chemists with the required skills to conduct tests and analyses of arson evidence.

Training For Local Arson Laboratory Personnel

The Federal Bureau of Investigation (FBI) will offer three seminars for local laboratory personnel with responsibility for examining arson evidence. These seminars, funded by the Law Enforcement Assistance Administration (LEAA), will be held at the FBI Laboratory in Washington, D.C.

In June, 1980, construction began on the Forensic Science Research and Training Center at the FBI Academy at Quantico, Virginia. This facility, which is scheduled to be completed in the Spring of 1981, will be dedicated to advanced research in a wide variety of forensic disciplines, including arson. It will also provide training, including arson analysis, to State and local forensic scientists.

Training For Local Chemists

In order to assist chemists employed by State and municipal law enforcement laboratories throughout the United States, ATF's Forensic Science Branch trained 51 State and local chemists from 31 States at five, one-week training courses held at the ATF National Laboratory Center in Rockville, Maryland, during fiscal year 1980. The training course was devoted to instructions on "state-of-the-art" laboratory techniques for the detection and identification of accelerants collected from arson debris.

In view of the success and interest in the laboratory arson training program, ATF has recommended that an additional five courses be provided for the training of State and local chemist during fiscal year 1981 at the National Laboratory Center. Additionally, a three-day "State-of-the-Art Arson Analysis Symposium" is being planned by ATF for fiscal year 1981.

*This recommendation appears and is discussed on page 76 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

TRAINING - RECOMMENDATION 5*

Encourage State implementation of professional certification programs for fire investigators.

IAAI Certification Standards

The International Association of Arson Investigators (IAAI) has recently completed certification standards and a certification test for arson investigators. The standards and test, a first effort in this area, will be applicable to arson investigators employed by either public or private agencies: fire and police officials as well as private investigators and insurance company investigators.

While States can adopt these certification standards, the IAAI standards will be administered by that organization. During the first year of the operation of the standards, expected to begin sometime in 1980, there will be a process of certification of existing practitioners through a process of panel review and referral. In the second year, the testing phase of the certification process will commence. From that point on, obtaining IAAI certification as an arson investigator will require taking the IAAI Certification test.

Implementation of the IAAI certification program will provide a national certification standard in the absence of State certification. It can also serve as a model for States when implementing their own certification programs.

In a related area, Minnesota is the first State known to pass legislation and provide appropriations mandating training of local firefighters and peace officers in arson investigation. The program, created by the Minnesota Legislature in 1978, has resulted in the development of a course of four days' duration, with 32 hours of instruction. The course instructors are drawn from Minnesota's Bureau of Criminal Apprehension, the State Fire Marshal's Office, and the legal and fire service communities.

*This recommendation appears and is discussed on page 77 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

TRAINING - RECOMMENDATION 6 *

Provide organizational models for fire investigation staffing to State and localities.

Arson Training Management Kit

The U. S. Fire Administration has prepared a series of Arson Implementation Kits, one of which is on the management of training programs. These Arson Implementation Kits provide general models for building various aspects of a local arson program. The Kits are derived from a number of actual programs that have been successfully used in both large and small communities. The models are general enough so that there should be no problem in tailoring a program to meet local circumstances. These Kits provide basic, how-to-do-it information on applying ideas that have proven successful in fighting arson.

The Kit, on the management of training programs, discusses an approach to arson detection and investigation training that focuses on providing the individual team members -- firefighters, chief suppression officers, and investigators -- with differing levels of training. The training Kit demonstrates how a well-designed program will provide the needed training for effective arson detection and investigation and maximize the impact of limited training resources.

IAFC Study

In another Federal effort in this area, the National Institute of Law Enforcement and Criminal Justice, the Law Enforcement Assistance Administration (LEAA), has given a grant to the International Association of Fire Chiefs (IAFC) to make a study of arson and anti-arson efforts in a selected sample of 10 jurisdictions in the United States with populations greater than 100,000. The IAFC will examine the organizational arrangements and agencies involved in arson prevention and investigation; actual fire and arson incidents; fire classification procedures; the effects of arson laws and statutes upon arson control arson arrest rates; and some data on profiles of arsonists. The purpose of the study is to reveal points at which difficulties arise and failures occur. The study will provide recommendations on how larger jurisdictions might deal with their arson problem.

*This recommendation appears and is discussed on page 78 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

TRAINING - RECOMMENDATION 7*

Support State fire service delivery systems.

APAP Effort

The U. S. Fire Administration's Academy Planning Assistance Program (APAP), which provides financial and technical assistance to States to organize and develop State fire service delivery systems, is currently in the process of review. There are 20 active grants still on-going but no grants were awarded in the last fiscal year.

The U. S. Fire Academy is supplementing the APAP effort with an increased effort in direct arson training programs, as described in this section in recommendations 1 and 2. This includes new week-long course offerings being conducted in each of the 10 Federal regions beginning January 21, 1980, and the Academy's on-site arson training courses offered in Emmitsburg, Maryland.

Insurance Industry Efforts

In a number of States, the insurance industry directly pays for fire service delivery systems through premium taxes.

*This recommendation appears and is discussed on page 79 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

TECHNOLOGY - RECOMMENDATION 1*

Establish performance standards for equipment utilized in arson detection.

Center For Fire Research Current Efforts

The Center for Fire Research, National Bureau of Standards, is currently working on two projects, both funded by the Law Enforcement Assistance Administration, related to this recommendation. The first phase of this effort is the development of a "sniffer" calibrator for adjusting the sensitivity of sniffers used at the fire scene. This project is nearing completion. According to the center, a commercial apparatus has been found which, with some modification, appears capable of being used with several accelerant-like materials to provide a specified dilute vapor from each. The output can be used to calibrate and check the operation of various sniffers used by fire investigators.

For the next phase, the National Bureau of Standards has acquired three model commercial sniffers, each operating on a different principle. Their sensitivity, selectivity, response time, and other factors affecting their practical use at the fire scene will be evaluated, and a model specification (that State and local agencies can use for procurement) will be written and published. This work is now underway and is scheduled to be completed by October 1981.

ATF Forensic Science Branch Research

Since 1972, a special section of the Forensic Science Branch of the Bureau of Alcohol, Tobacco and Firearms' (ATF) National Laboratory Center has been dedicated to conducting research to develop effective methodology for the detection and identification of accelerants in arson debris. In addition, this arson section has specialized in the examination of cases related to arson crimes. These efforts have resulted in the establishment of a standardized state-of-the-art approach to the examination of evidence in arson cases which is now used by the entire ATF laboratory system.

**This recommendation appears and is discussed on page 80 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.*

TECHNOLOGY - RECOMMENDATION 2*

Establish consensus standards for arson laboratory practices and for collection and preservation of evidence.

Most forensic laboratories do a credible analysis for accelerants in the samples furnished them by fire investigators. However, the investigator must subsequently testify in court and the defense attorney may be able to shake the jury's faith in the analysis. It would be an aid in convincing the jury that the analysis is correct if the analyst can testify he used a proven method set out in a widely adopted consensus standard. Practitioners in the field have requested the National Bureau of Standards take the lead in establishing such a standard.

The Center for Fire Research has assigned to this project a senior staff member who is an expert on the consensus standard process. The laboratory work will be done on a joint program basis with the Rockville, Maryland, central laboratory of ATF.

Since 1972, a special section of the Forensic Science Branch of ATF's National Laboratory Center has been dedicated to conducting research to develop effective methodology for the detection and identification of accelerants in arson debris. In addition, this arson section has specialized in the examination of cases related to arson crimes. ATF efforts have resulted in the establishment of a standardized state-of-the-art approach to the examination of evidence in arson cases which is now used by the entire ATF laboratory system. As previously stated, ATF is sharing these techniques through the training of State/local crime laboratory chemists.

**This recommendation appears and is discussed on page 81 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.*

TECHNOLOGY - RECOMMENDATION 3 *

Develop guidelines and specifications for forensic laboratory equipment required to analyze arson evidence.

Recent research, conducted in the Forensic Science Branch of the Bureau of Alcohol, Tobacco and Firearms' (ATF) National Laboratory Center, has led to the separation, detection, and identification of accelerants in arson debris. The results of this work were presented at the annual meeting of the American Academy of Forensic Science in New Orleans in February 1980. This standardized methodology is now being used by the entire ATF laboratory system.

Arson is a top priority program in the ATF laboratory system. As a result, a major portion of laboratory resources will continue to be dedicated to research, training, and expeditious examination in the area of arson.

*This recommendation appears and is discussed on page 82 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

TECHNOLOGY - RECOMMENDATION 4 *

Establish guidelines of optimum workload levels for forensic laboratories.

The Bureau of Alcohol, Tobacco and Firearms (ATF) laboratory system consists of four field laboratories which are located in San Francisco, Atlanta, Cincinnati, and Philadelphia, and the National Laboratory Center located in Rockville, Maryland. These laboratories have routinely examined arson cases for State and local law enforcement agencies since 1972.

Currently, the arson workload for the ATF laboratory system is approximately 800 cases annually. These cases are processed with a maximum two-week turnaround time. Present manpower and instrumentation would accommodate about 1,600 cases annually without increasing the turnaround time. This past year, eight gas chromatographs were purchased throughout the ATF laboratory system to reduce turnaround time on arson cases.

*This recommendation appears and is discussed on page 83 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

TECHNOLOGY - RECOMMENDATION 5*

Improve or establish new forensic laboratories, which conform to newly-established workload guidelines.

Several of the projects being funded under the Law Enforcement Assistance Administration's Arson Control Assistance Program have forensic laboratory components. In all cases, the applicant indicated that existing criminal laboratories need additional staff or equipment to meet the arson need. No new laboratories, at the State or local level, are being created with these funds.

All forensic science equipment requested in the applications was reviewed by the Fire Research Center of the National Bureau of Standards prior to inclusion in the grants.

ECONOMIC FACTORS IN ARSON

*This recommendation appears and is discussed on page 84 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

INSURANCE: UNDERWRITING - RECOMMENDATION 1*

Develop a model fire insurance application form to provide sufficient information to signal if further investigation of the applicant or property is warranted.

NAIC's Model Application

Stimulated, in fact, by the recommendations contained in the U. S. Fire Administration's Report to Congress: ARSON, the National Association of Insurance Commissioners (NAIC) formed an Arson Task Force. The charge of the Task Force is to make recommendations to the NAIC on specific actions that insurance regulators can take to combat arson.

Industry and regulatory spokesmen of the Task Force unanimously agreed that an application, as mentioned in the above recommendation, is urgently needed if critical arson-related information is to be available to underwriters. Industry members believed that such an application should be uniformly applied to all insurers, since competitive pressures will tend to preclude voluntary compliance. Therefore, NAIC would be the proper agency to develop such a model for its member insurance commissioners.

Acting on this issue, the Task Force compiled the information that would be needed in a model application form. This was presented to the NAIC Executive Committee at its semi-annual meeting on December 4, 1979. The Executive Committee endorsed the concept of an application and directed the Task Force to hold hearings so that the development of a final model could be given greater public and industry input. The Task Force's work on developing a model was reviewed at the next full meeting of the NAIC in June, 1980.

ICAC Two-Tiered Application Model

The Insurance Committee for Arson Control (ICAC) is currently exploring the use of a two-tiered application process, under which a general application would be submitted to all applicants for fire insurance. Should the response to questions on the general application trigger the need for closer scrutiny of the applicant, a second, possibly signed, application would be requested. ICAC will review the recommendation upon its completion and submit it to its membership for consideration. Much of the information to be used to develop application questions could come from the proposed All-Industry Research Advisory Council claims survey. Along with the information gained from the Early Warning Systems, the Committee hopes to identify objective criteria upon which the need for the second application can be based.

**This recommendation appears and is discussed on page 87 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.*

INSURANCE: UNDERWRITING - RECOMMENDATION 2*

Evaluate the cost-effectiveness of conducting site inspections and financial evaluations based on validated indicators of rise (or risk in excess of a certain valuation) prior to the binding of the policy.

The National Association of Insurance Commissioners Task Force agreed that site inspections for absentee-owned multifamily properties were important if sufficient arson prevention information was to be available to underwriters, and felt that further study of the need was not necessary. The Task Force included a site inspection requirement in the information to be included in the model application cited above. Also included in the application was requested information on financial matters that could be relevant in determining the risk of arson.

The Insurance Committee for Arson Control is considering site inspections as part of the application process. If information on the application raised new questions, an inspection might be needed.

**This recommendation appears and is discussed on page 89 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.*

INSURANCE: UNDERWRITING - RECOMMENDATION 3*

Develop reliable procedures for avoiding property overinsurance for use by the insurance industry.

NAIC Arson Task Force

Industry representatives on the Task Force questioned whether there was a need for additional procedural or substantive guidelines on insured property values for use by insurers. No consensus could be reached on this issue.

The Task Force reviewed certain objections to valued policy laws, which are considered by some critics to encourage arson. The Task Force refused to take any action on these because it recognized that valued policy laws were intended as consumer protection laws, based upon the presumption that if an insurance company collects premiums for certain coverage, it should be willing to pay such coverage, provided there is no fraud.

ICAC Training Program

The Insurance Committee on Arson Control (ICAC) is now in the process of developing a training program that will provide underwriters with more thorough preparation in evaluating risks. In the area of underwriting, much of the potential content for the program is in the process of development. This training program could include evaluating risks, more effective use of the application, policy provisions, endorsements, and alternate policy forms.

The ICAC has selected Battelle of Ohio to prepare the training program. Work on this effort is expected to commence in February of 1980 and be completed within a year.

Overinsurance Study

The Federal Insurance Administration (FIA) is now conducting research on overinsurance in the New York FAIR Plan and its relationship to arson in New York City. FIA is receiving excellent cooperation in this effort from the

*This recommendation appears and is discussed on page 92 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

New York FAIR Plan, including FAIR's permission to use computer tapes that have information on 180,000 policies in effect during the study period, July 1977 to June 1979. This information is being compared against city property sales data and fire incident data that is also kept on tape. The study report should be completed by June of 1980.

INSURANCE: UNDERWRITING - RECOMMENDATION 4*

Develop methods for notifying insurers when buildings incur serious and health code violations.

The National Association of Insurance Commissioners (NAIC) Task Force believed that this recommendation was highly relevant to combatting arson, given that an extended period of property disinvestment often precedes the act of arson. While the goal of the recommendation was supported, the Task Force recognized that there would be problems in defining the conditions under which such notification would have to be made, the administrative procedures for notification of the insurance company, and the ability of the insurance company to be able to verify such information from local governments. Therefore, the Task Force recommended that this issue be referred to the International Committee for Arson Control (ICAC) for further study and to report back to the NAIC on its recommendations on how a model law might be drafted.

ICAC is now studying possible procedures by which insurers could be notified of code violations, ICAC has been asked to report to the NAIC by May 1, 1980.

*This recommendation appears and is discussed on page 94 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

INSURANCE: UNDERWRITING - RECOMMENDATION 5*

Analyze the impact of overinsurance that results from mortgage requirements to provide fire insurance that covers land as well as building value.

The National Association of Insurance Commissioners (NAIC) Arson Task Force reviewed this issue but considered it to be principally a banking issue and not one of the major incentives to arson.

The Insurance Committee for Arson Control will be contacting representatives of the banking and savings and loan industries to discuss mortgage requirements and the impact on arson. Several committee members believe that the mortgage requirements of Federal programs such as the Federal Housing Administration and the Veterans Administration loans are a problem area.

*This recommendation appears and is discussed on page 96 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

INSURANCE: UNDERWRITING - RECOMMENDATION 6*

Promote greater underwriting flexibility and cancellation prerogatives in State FAIR Plans.

The Federal Insurance Administration (FIA) recently published regulations to this effect to spell out in more detail the kinds of actions which can be taken by the Plan to address the arson threat. The National Committee on Property Insurance, the trade organization for FAIR Plans, reviewed these regulations with FIA representatives, and recommended certain changes. These changes are primarily procedural rather than substantive and aimed at strengthening the means to reach the goals of the FIA regulations, and the FIA has agreed to the changes. Several States have amended or are amending their Plans to incorporate these prerogatives.

In most States with FAIR Plans, there now exists a contact person within the State Insurance Department that acts in a monitoring capacity for the Departments with respect to the FAIR Plans.

FIA examination of the New York FAIR Plan and subsequent discussions with the New York Insurance Department and the FAIR Plan have resulted in the Department's approval of an amendment to the Plan's Plan of Operation to use the factor of multiple fires in a 12-month period as an eligibility criterion.

*This recommendation appears and is discussed on page 97 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

INSURANCE: UNDERWRITING - RECOMMENDATION 7 *

Analyze the effectiveness of building condition surcharges in correcting housing code violations and reducing fire hazards.

The pros and cons of this issue were presented in the Federal report. The National Association of Insurance Commissioners' (NAIC) Task Force reviewed the surcharge issues as presented in the report and agreed that the cons outweigh the pros on this issue and that other means should be used in meeting the objectives of the recommendation.

The Insurance Committee for Arson Control Subcommittee on Legislation agrees with NAIC's conclusions.

*This recommendation appears and is discussed on page 99 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

INSURANCE: UNDERWRITING - RECOMMENDATION 8*

Study the role of surplus lines insurance markets in arson-for-profit.

The U. S. Fire Administration is now in the process of conducting a study of this market, and the preliminary findings of this study became available in July of 1980. This study confirms that the lack of means available to States to supervise the activities of surplus lines carriers allows much latitude for abuse, that arsonists are tending to get out of the FAIR Plans and place coverage with surplus underwriters because of this, and that organized crime figures are using -- and sometimes controlling -- surplus carriers for fraudulent purposes involving arson-for-profit.

Perhaps the most notorious recent example of arsonist activity involving a surplus lines underwriter occurred in the New York and Philadelphia metropolitan areas, which resulted in the suspension of the Sasse Syndicate of Lloyds of London in December, 1977. In this instance, one ring of operators defrauded the syndicate of \$32 million over a two-year period. Surplus carriers are generally cushioned from such losses by reinsurance but in this instance the reinsurer refused to pay.

During a recent survey of FAIR Plan claims managers conducted by the U. S. Fire Administration, Plan arson investigators in Massachusetts, New York, Illinois, California, and the District of Columbia observed that the more active arsonists are no longer being covered by FAIR Plans and instead are insuring their buildings with surplus lines insurers. FAIR investigators suggest that the reason that arsonists are dropping FAIR Plan coverage and going with surplus lines insurers is that the FAIR Plans have been more aggressive recently in investigating and challenging claims, with the result that arsonists are thereby more uncertain concerning a successful payout from a fire. Surplus carriers seem to be far less aggressive in claims investigation and simply cover higher losses through higher rates. Rates are not subject to State regulation for surplus lines.

The National Association of Insurance Commissioners Task Force has requested a copy of the Fire Administration's study results and will discuss this issue upon receiving the study. The Task Force reserved its opinion on the validity of the charges against surplus lines carriers, and heard strong industry opposition to the charges and proposed solutions.

*This recommendation appears and is discussed on page 102 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

INSURANCE: CLAIMS ADJUSTMENT - RECOMMENDATION 1*

Increase the current efforts of the insurance industry in challenging suspicious claims.

Trade Organization Efforts

To facilitate industry coordination and cooperation in the area of arson control, the Insurance Committee for Arson Control (ICAC) was formed. Included among the various objectives of ICAC is the goal to remove the existing obstacles that tend to obstruct the efforts of insurers to effectively challenge suspicious fire loss claims and in the development of training programs for use by claims investigators.

In early 1979, the National Committee on Property Insurance (NCPI), the trade organization of the FAIR Plans, constituted an Arson Task Force to, among other objectives, develop and "Anti-Arson Action Plan" to assist the FAIR Plans in effectively attacking the arson problem in their respective States. This Action Plan will include developing proven and effective modifications to underwriting and claims investigation practices to meet this objective. On January 15 and 16, 1980, NCPI sponsored a national seminar on arson for Plan managers and board directors to exchange information on effective arson control strategies that have been effective in various States and to define areas needing improvement, including the area of most effectively challenging suspicious claims.

The insurance industry is taking an aggressive role in training its adjusters and attorneys to challenge suspicious claims. In recent surveys by the Alliance of American Insurers and the American Insurance Association, over 90 percent of the responding companies indicated that they provide training in arson control for their claims staff.

The insurance industry has also developed organizations such as the Insurance Claims Services which offers direct investigative services to companies which wish to investigate suspicious claims.

*This recommendation appears and is discussed on page 106 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

FAIR Plan Efforts

The model of a successful claims challenge program by an insurer has been the efforts of the Massachusetts FAIR Plan. What began as a routine investigation of several suspicious claims by Plan investigators ended in the indictment of the largest arson ring ever brought to trial in the nation. This effort, the second conducted in coordination with the Massachusetts Attorney General, resulted in a conviction rate of 91 percent of those brought to trial. The FAIR Plan and the Attorney General are now in the process of investigating an even larger arson ring in the Boston area; indictments resulting from these investigations were due in the summer of 1980.

The Massachusetts FAIR Plan maintains that these investigations have been highly cost-effective: for every \$1 spent on the investigations, the Plan estimates that there has been a payback of \$5. As this Plan becomes more sophisticated in its investigative techniques, the Plan Manager estimates that future investigations will cost less and, therefore, the payback ratio will be even more. An indirect benefit of these investigations and indictments was that in the two localities (Boston and Haverhill) where the arsonsists concentrated their activity, the incidence of arson dropped by 50 percent and 75 percent respectively.

Not all Plans are as aggressive as this, however, and lax claims investigation practices sometimes tend to be the ongoing practice. The U. S. Fire Administration research in this area tends to confirm this. One FAIR Plan official admitted that his Plan refused payment on very few claims because of the costs involved in civil litigation, which the counsel estimates at \$25 to \$50,000. As a result, the Plan leaves virtually all investigation and prosecution to public agencies, who prosecute primarily criminal arson cases. Since civil cases are easier to prove and to obtain convictions in court, an enormous opportunity to curtail arson-for-profit is being lost by this FAIR Plan.

The Federal Insurance Administration's regulations make available a number of underwriting and cancellation prerogatives not being employed by some FAIR Plans.

The NAIC Arson Task Force was concluded that States with unfair trade or claims practices acts and regulations modeled after NAIC models permit adequate time and flexibility for insurance companies to pursue suspicious claims. The NAIC Arson Task Force has recommended that States should adopt the NAIC model law and regulations to protect insurers in cases of incendiary or suspicious fires.

CONTINUED

1 OF 2

INSURANCE: CLAIMS ADJUSTMENT - RECOMMENDATION 2*

Accelerate insurance industry efforts to coordinate with public authorities investigation and prosecution of arson-for-profit.

Enactment Of Immunity Legislation

One of the principal obstacles that has obstructed full insurance industry cooperation with public authorities has been the lack of legal protection afforded insurers when they did so. Therefore, one of the top priorities of the industry and its Insurance Committee for Arson Control has been to lobby for the enactment of arson reporting immunity bills in each of the 50 States. This effort has proven to be highly successful: whereas in 1977 only two States had enacted such legislation, by summer of 1980, 40 States had done so.

As explained in a recent industry publication:

The need for such legislation in every State is clear and compelling. In the . . . States that do not have an immunity bill or similar provisions, insurers must first substantiate the facts in a case before giving key information to the proper authorities.

Much of this information developed by insurers in suspected arson cases is unsubstantiated, at least in the early states, but it may provide exactly the lead that investigating authorities need to develop more substantive evidence if insurers must first substantiate the facts to avoid being sued for libel, key information may never reach the proper authorities. At the very least, it would be delayed. 1

While all of the immunity bills in these 40 States provide insurers civil immunity, and all but four provide criminal immunity, most of the enacted legislation needs strengthening by adding important provisions of the model immunity bill developed by the Alliance of American Insurers. In addition to encouraging the remaining States to adopt immunity legislation during the coming year, the industry will press for strengthening existing statutes.

*This recommendation appears and is discussed on page 109 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

*Arson -Update, (Northbrook, Illinois: Illinois Advisory Committee on Arson Prevention, November, 1979).

At the request of the Insurance Committee for Arson Control (ICAC), the three trade associations surveyed their membership to determine their response to the State immunity laws. The responses indicated that the companies felt comfortable with reporting immunity laws and were cooperating with law enforcement officials in exchanging information about suspicious fires. There was concern on the part of insurers that the proper procedures for the reporting of that information had not fully been developed by State officials. The NAIC and the All-Industry Research Advisory Council Arson Task Forces will be conducting a joint survey this spring of State fire marshals and insurance commissioners as to the effectiveness and level of implementation of immunity laws. It is hoped this survey will provide information on the funding, staffing, and procedures needed to make these laws operational.

The NAIC Arson Task Force will survey State insurance departments and law enforcement agencies to determine the experience under existing arson reporting immunity laws as well as to determine the need for future amendments. The Arson Task Force recommended the support of the NAIC for arson reporting immunity legislation, but specifically reserved judgment on whether such legislation should require law enforcement agencies to supply information to insurance companies.

Individual Insurer Efforts At Coordination

The cooperation and funding given by the Massachusetts FAIR Plan to the Attorney General of that State has been mentioned previously. These investigations originated as routine claims investigations by the Plan that were later turned over to the Attorney General. In addition to sharing their files with public authorities, the FAIR Plan supplemented the budget of the Attorney General to pay for additional private investigators, State police overtime, and related expenses. The success of two major busts and prosecutions has encouraged continued cooperation in yet a third investigation, which is now underway by the agencies.

In Connecticut, insurers in that State have pledged up to \$400,000 to match the \$600,000 received by the Attorney General from the Law Enforcement Assistance Administration-funded Arson Control Assistance Program.

The Alliance and the American Insurance Association's (AIA) survey of company arson control activities indicate more than half of their member companies responding to the surveys are actively involved in State arson task forces. More than 75 percent of the responding companies indicated that they routinely cooperate with authorities in reporting and investigating fires and in verifying cause and origin. The formal procedures varied but the thrust in all cases was the same.

The Insurance Committee is also developing a Model Arson Penal Code which will strengthen prosecution for arson. It provides for a stronger penalty for acts which endanger both life and property and persons who conspire to cause a fire or explosion. The Insurance Committee for Arson Control,

through the trade association's research on penal laws in 20 States is working for passage of laws in several States. The ICAC is also working on penal code reform with the American Bar Association Arson Task Force and the National District Attorney's Association.

Arson Prosecutor's Manual Funding

Funding for the development of a recently completed prosecutors manual on arson has been provided by the Aetna Life and Casualty Company. This manual, prepared by the California District Attorney's Association, is comprised of two volumes, one on arson investigation and the other on step-by-step procedures for trying arson cases.

State Fire Service Training Funding

An often overlooked and ongoing cooperative effort between insurers and public authorities is the funding provided by the industry to maintain State fire service training academies. These academies are the principal source of arson detection and investigation training for local firefighters and arson squads in the States.

Insurance Crime Prevention Institute

The Insurance Crime Prevention Institute (ICPI) is a nonprofit organization designed to stop fraud of insurers. It represents a membership of over 300 insurance companies writing the majority of the property and casualty insurance in the nation. ICPI protects member companies from suits that may develop from investigations by taking full responsibility for the conduct of each investigation -- from the gathering of evidence to presentation to prosecuting authorities. ICPI investigates arson cases from a criminal standpoint only, and therefore is the principal industry-wide organization that actively cooperates with public authorities in investigating and prosecuting such cases. The Federal Bureau of Investigation's Operation Emerald, mentioned previously, is one of the Federal arson investigations that received active ICPI assistance during 1979.

Property Insurance Loss Register

Another major industry-wide effort at sharing information with public arson control agencies is the development of the Property Insurance Loss Register (PILR) by the AIA. Information collected from PILR will not be directly accessible to public investigating authorities. However, the PILR staff will release the name of the adjuster to the law enforcement authorities,

so that contact can be made. In States with existing immunity laws, the insurer can release the information as part of the claims file. This system will provide public authorities with a wealth of information on arson losses that was never before available. The PILR system is scheduled to be in full operation in early 1980.

Support Of Arson Task Forces

Trade organizations and individual insurers have also assisted in cooperating with public authorities in arson control efforts by supporting and being active members of local and State arson task forces. These task forces act as valuable catalysts in removing the barriers that often separate insurers and public investigators. Many task forces have formed throughout the nation in 1979, often spearheaded by insurance industry efforts.

INSURANCE: CLAIM ADJUSTMENT - RECOMMENDATION 3*

Establish guidelines for State insurance departments that will allow flexibility in interpreting the Unfair Claims Settlement Practices section of State Unfair Trade Practices Acts.

Since all States do not have such an act, the Arson Task Force of the National Association of Insurance Commissioners (NAIC) recommended that the first step in implementing this recommendation would be for States without this act to adopt one based on the NAIC model Unfair Trade Practices Act.

The need for such flexibility of these acts was explained in the discussion of the recommendation in the Federal arson report: if an insurer tells a policyholder the reason for withholding payment of a claim (as the insurer is required to do under the provisions of these acts), and that reason is suspected arson, if the insurer subsequently fails to prove implication of the policyholder the insurer is vulnerable to suit for defamation of character.

Rather than be required to do this, insurers would prefer to relate orally to State Insurance Commissioners the reason for withholding the claim and allow the Commissioner to judge the validity of the withholding and thereby protect the consumer's interest. At the present time, freedom of information acts require a regulator to disclose any written support for claims withholding; oral disclosure circumvents this requirement.

If the regulator determines that the reason is legitimate, he can approve the action and notify the insured of the need to extend the investigation period. In many States, this system seems to be working smoothly. If it is found not to be effective in the future, the only approach left will be to amend freedom of information acts to allow withholding such information, the Task Force agreed.

The Unfair Claims Settlement Act does not require that all suspicious claims which are delayed be reported to the Commissioner. However, many feel that the time deadlines for payment of claims hinder investigation of arson fires. The NAIC Arson Task Force will conduct hearings this spring on the impact of the Unfair Claims Settlement regulation. Industry opinion is divided as to whether or not an amendment is needed.

*This recommendation appears and is discussed on page 111 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

INSURANCE: CLAIM ADJUSTMENT - RECOMMENDATION 4*

Improve oversight and monitoring of insurance company, independent, and public claims adjusters.

The insurance industry, through its trade representatives on the National Association of Insurance Commissioners (NAIC) Task Force, is of the opinion that each company now adequately monitors the activities of company and independent adjusters and that no additional oversight by State regulators is required.

The Task Force agreed that additional oversight of public adjusters is needed but took no action in this area, as action by other NAIC Committees may be, or has been, taken.

*This recommendation appears and is discussed on page 112 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

INSURANCE: CLAIM ADJUSTMENT - RECOMMENDATION 5*

Evaluate the impact of "rebuilding endorsements" as a disincentive to arson.

At the December 4, 1978, meeting of the D(1) Subcommittee of the National Association of Insurance Commissioners (NAIC), the National Committee on Property Insurance (NCPI) was asked to assist in developing guidelines for such a rebuilding endorsement. In August, 1979, the NCPI released the findings of a task force formed for this purpose. The Executive Committee of the NAIC reviewed NCPI's findings and endorsed them at their December, 1979, meeting. Both NAIC and NCPI are agreed that such rebuilding endorsements should apply only to owner-occupied structures; these organizations are of the opinion that if such endorsements are extended to multifamily absenteeowned buildings, a moral hazard and arson incentive will result.

The NAIC Arson Task Force also supported the rebuilding endorsement as a disincentive to arson, as well as an effective device in assisting the revitalization of America's cities. The insurance property and casualty trade associations, also, fully support the optional loss settlement endorsement developed by the NCPI Task Force.

*This recommendation appears and is discussed on page 114 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

INSURANCE: CLAIM ADJUSTMENT - RECOMMENDATION 6*

Determine feasible sanctions in instances where an owner demonstrates a clear intent to disinvest in a property as part of an arson-for-profit scheme.

The National Association of Insurance Commissioners Task Force determined that the insurance mechanism was an inappropriate and ineffective method to use in reaching the objective of this recommendation, and there seems to be no legal precedent for an insurer to refuse to pay a claimant on this basis. This issue is primarily a code enforcement problem and would be best addressed through the recommendations in the housing section, the Task Force agreed.

*This recommendation appears and is discussed on page 116 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

INSURANCE: CLAIM ADJUSTMENT - RECOMMENDATION 7*

Place municipal liens on fire loss claim proceeds, with such liens having precedence over payment to both the policyholder and mortgagee.

At this date, five States -- Connecticut, Illinois, Massachusetts, New York, and New Jersey -- have enacted property insurance tax lien laws.

The degree of insurance industry compliance with these laws has been highly uneven. In New York City, for instance, the degree of industry compliance, except for the New York FAIR Plan, has been virtually nonexistent. Of the approximately 20,000 fires of nonaccidental origin in the city during a two-year period which the law has been in effect (May, 1977 to May, 1979) only 93 inquiries were made by insurers to the city tax office. Given the substantial percentage of tax arrears that are known to exist on buildings that are abandoned or torched in New York City, it is not an exaggeration to say that the law is not working there.

The insurance industry opposes tax liens laws. The troublesome parts of these laws are that there usually is no threshold of loss so that even small losses require a tax lien procedure. The insurance industry is required to search the tax records to determine what taxes have been paid, a lengthy and time consuming procedure, they are not limited to peril of fire, they are not limited to building structural damage, and they lack specificity as to how the law is to be implemented. The New York law has no threshold and requires the insurer to search the tax records. Legislation introduced in 1979 to correct these deficiencies was drafted.

The experience in New York suggests that regulators should develop workable procedures that will facilitate compliance with these laws. The National Association of Insurance Commissioners Arson Task Force is reviewing the experience in New York City and in other jurisdictions towards developing guidelines or a model bill that will assist in the implementation of workable tax lien laws in States that may wish to adopt such legislation. Trade representatives, as a first step in developing these guidelines, will survey and monitor those States that now have such laws as to their effectiveness and problem areas.

*This recommendation appears and is discussed on page 117 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

INSURANCE: CLAIM ADJUSTMENT - RECOMMENDATION 8*

Expand present industry efforts that have proven successful in curbing mobile arson.

The report of the Massachusetts Arson Prevention Task Force cites the successful work of the regional office of the Kempers Companies in reducing auto theft and arson. Their effort has been followed by similar special claims investigation efforts by the Travelers, Commercial Union Assurance, and Hanover Insurance companies, all of which have proven as successful as Kempers. Because of the success of these efforts, Aetna, Hartford, Allstate, and Fireman's Fund are in the process of starting similar anti-theft/arson investigative efforts.

This cost-effective industry effort in Massachusetts will be supplemented by a new law, now being put into effect, which requires the policyholder to report an auto theft loss in person to the police, complete a form relating to the particulars of the theft, and sign an affidavit. Such a process is required before an insurer is allowed to pay the claim. This procedure has proven highly effective in Worcester, Massachusetts, on whose experience the law was drafted, and resulted in a dramatic decrease in total theft losses in that city.

*This recommendation appears and is discussed on page 119 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

INSURANCE: LEGISLATION - RECOMMENDATION 1*

Revise Statutes regarding adjuster's reporting requirements to conform to the Property Insurance Loss Register (PILR) form.

Many States have done so. However, because the American Insurance Association (AIA) has been preoccupied with starting the PILR system, it has not asked States that do not now have such reporting laws to do so.

Under the PILR system, in States without adjusters reporting laws, the State fire marshal, insurance commissioner, or other law enforcement official can call the PILR Office to inquire about a certain fire or suspect. PILR will then refer the insurance adjuster who handled the claim to the public official, who can then provide the relevant information to the official. This system preserves the confidentiality and integrity of such information and also protects PILR from suit. Therefore, even in States without adjusters reporting, PILR data can be indirectly shared with law enforcement personnel and serve as a valuable data source in arson control efforts.

Even with such access, however, States should adopt their own adjusters reporting laws and use the PILR form as the State reporting form. For companies who are members of PILR, reporting in these States will require only that a copy of the form be sent to the State fire marshal; no additional work by the adjuster will be required. PILR information will probably be released without subpoena in States in which arson reporting immunity laws are enacted.

The ease with which such reporting can be done is an important issue, given the sometimes poor performance of insurers in States that now have reporting laws. In Massachusetts, for example, although an adjusters reporting law has been in effect since 1932, the State fire marshal estimates that only one-third of all fire losses claims are reported to his office by insurance companies. That State will be changing to a PILR reporting form on January 1, 1980, and the fire marshal hopes that this will increase the reporting rate.

At the present time, 420 companies writing 90 percent of fire and extended coverage are now members of PILR.

The National Association of Insurance Commissioners Arson Task Force has recommended that insurance commissioners act to encourage insurer participation in PILR.

Concerning the FAIR Plans, the Federal Insurance Administration has revised its regulations in 1979 to allow a five-day cancellation period of oversight and consumer protection safeguards are in place within the State Insurance Department in States wishing to adopt this prerogative.

**This recommendation appears and is discussed on page 121 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.*

INSURANCE: LEGISLATION - RECOMMENDATION 2*

Revise State statutes to shorten the fire insurance cancellation notice period to five days if a building becomes abandoned or represents a serious fire risk.

Industry trade representatives on the NIAC Arson Task Force recommended that similar permission be given to shorter cancellation periods for insurers in the voluntary market. Most States have adopted the New York Standard Fire Policy of five days' cancellation notice in situations of imminent hazard; however, many States have longer cancellation periods. The Insurance Committee on Arson Control is currently analyzing how this might be implemented.

**This recommendation appears and is discussed on page 122 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.*

INSURANCE: LEGISLATION - RECOMMENDATION 3*

Require public and insurance adjusters to be licensed in each State, develop a uniform adjusters licensing law, and set standards for revoking licenses.

The importance of this issue was discussed in the original Federal arson report, and effective action by the States in overseeing and regulating the activities of adjusters will remain an important arson control objective. Appropriate action has yet to be implemented on this recommendation.

*This recommendation appears and is discussed on page 123 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

INSURANCE: LEGISLATION - RECOMMENDATION 4*

Encourage the Commonwealth of Massachusetts and the State of Minnesota -- the only two States that have not done so -- to adopt the provisions of the New York Standard Fire Insurance Policy that give insurers the right to the books, accounts, and damaged property of the insured as often as may be reasonably required, and require the insured to submit to examination under oath by any person designated by the insurers.

Both these States are now in the process of considering legislation to this effect.

*This recommendation appears and is discussed on page 125 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

INSURANCE: LEGISLATION - RECOMMENDATION 5*

Consider the adoption of State legislation which would give insurance companies immunity from suit when they provide arson-related information to law enforcement officials.

One of the principal obstacles obstructing full cooperation of the insurance industry with law enforcement officials has been the lack of legal protection afforded to insurers when they provide arson-related information to public authorities. Therefore, one of the top priorities of the industry and its Insurance Committee for Arson Control has been to press for the enactment of arson reporting immunity bills in each of the 50 States. This effort has proven to be highly successful: whereas in 1977, only two States had enacted such legislation, by October, 1979, 40 States had done so.

As explained in a recent industry publication:

The need for such legislation in every State is clear and compelling. In the . . . States that do not have an immunity bill or similar provisions, insurers must first substantiate the facts in a case before giving key information to the proper authorities.

Much of the information developed by insurers in suspected arson cases is unsubstantiated, at least in the early stages, but it may provide exactly the lead that investigating authorities need to develop more substantive evidence. If insurers must first substantiate the facts to avoid being sued for libel, key information may never reach the proper authorities. At the very least, it would be delayed.¹

While all of the immunity bills in these 40 States provide insurers civil immunity, and all but four provide criminal immunity, most of the enacted legislation needs strengthening by adding important provisions of the model immunity bill developed by the Alliance of American Insurers. In addition to encouraging the remaining States to adopt immunity legislation during the coming years, the industry will press for strengthening existing statutes.

*This recommendation appears and is discussed on page 126 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

¹ Arson Update (Northbrook, Illinois: Illinois Advisory Committee on Arson Prevention, November, 1979).

In mid-1979, the National Association of Independent Insurers conducted a survey of States with immunity statutes to determine how effective this legislation was in facilitating the exchange of information between insurers and public authorities. While most States as yet have little experience with this legislation, the experience to date shows that immunity legislation does, in fact, enhance information exchange between insurers and public arson investigators.

A major section which the insurance industry is seeking is a provision to allow law enforcement officials to exchange information with insurers. This element gives a company an extremely important tool for combating arson. In many cases, a company has only a suspicion that an arson has occurred. The investigating agency may provide sufficient evidence for the company to deny the claims.

The National Association of Insurance Commissioners Task Force also endorsed arson reporting immunity laws, but expressly reserved the issue of whether law enforcement should be required to provide information to insurers.

GENERAL: INSURANCE - RECOMMENDATION 1*

Continue the development of educational programs and training aimed at arson prevention and control for insurance producers, underwriters, and private investigators engaged in the insurance mechanism.

The Insurance Committee for Arson Control (ICAC) in its consideration of an industrywide program is evaluating the current programs. The ICAC Subcommittee on Education and Training has recommended Battelle as a contractor of choice for the development of a claims and underwriting program. This recommendation is now being considered by the Executive Committee. The industry is also considering programs for agents, attorneys, and managers who are involved in the arson control efforts of the company.

The National Association of Insurance Commissioner (NAIC), Arson Task Force after reviewing the industry's training efforts, has deferred any further action. The Task Force has recommended that NAIC should continue to monitor this training.

*This recommendation appears and is discussed on page 127 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

GENERAL: INSURANCE -RECOMMENDATION 2 *

Establish procedures and criteria which can be used by State insurance regulators in evaluating the efforts of individual insurance companies to reduce arson.

As yet, no action has been taken on this recommendation.

*This recommendation appears and is discussed on page 129 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

HOUSING - RECOMMENDATION 1 *

Enact measures to counteract tactics being used in housing exploitation arson-for-profit schemes.

Massachusetts Arson Task Force Recommendations

Perhaps the most thorough recent analysis of this problem and possible measures that can be taken to counteract housing exploitation and the abuse of Federal housing programs is contained in the report of the Massachusetts Arson Prevention Task Force. The report, funded by the U. S. Fire Administration, suggests the various local, State, and Federal action that can be taken to address the housing exploitation problem as it relates to arson-for-profit.

Baltimore Pilot Program

In a related area, the Federal Insurance Administration (FIA) has had discussions with the U. S. Fire Administration, the Maryland Insurance Department, and the City of Baltimore on the possibility of devising a pilot program that would address the housing exploitation and arson problem in that city. The program would be administered by the Department of Community Development and employ insurance measures, increased fire and police protection, and neighborhood alert programs. The State Insurance Department would also coordinate insurance information related to arson. These various efforts would support the neighborhood revitalization goals of the city as well as reduce the incidence of arson in Baltimore. The city has appointed a former city fire chief to head a special task force to coordinate this effort.

*This recommendation appears and is discussed on page 130 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

HOUSING - RECOMMENDATION 2*

Analyze Federal tax policy as it relates to arson incentives and neighborhood stability.

Arson Related Tax Investigations

On March 28, 1979, IRM Supplement 9G-98 was issued implementing a nationwide project within the Internal Revenue Service (IRS) to investigate and ascertain if the Internal Revenue laws were being complied with by taxpayers involved in arson-for-profit activities. This project, known as Project 32, requires the Criminal Investigation Division to gather information and investigate individuals alleged to be engaged in arson-for-profit.

In the few months since its implementation, this project has produced 29 investigations resulting in one recommendation for prosecution, five discontinued cases, and 23 cases presently under active investigation. Of the five discontinued cases, one was discontinued because the taxpayer was prosecuted by another agency and the remaining four were discontinued due to a minimal tax liability.

Tax Study

The U. S. Fire Administration has prepared a study of the role of Federal tax policy in acting as an arson incentive. The study outlines the known methods whereby arsonists profit from the abuse of tax laws and, also, how legitimate tax deductions, in conjunction with certain Federal housing programs, can act as a major incentive to arson.

The study discusses effective efforts in the area of reducing tax fraud as an arson incentive. One example is the effort of the Seattle regional office of the IRS, which maintains a project that monitors all major incendiary fires in the Seattle area. The office then audits the books of all businesses which have such fires. This practice is now standard operating procedure for that regional office.

*This recommendation appears and is discussed on page 133 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

BANKING - RECOMMENDATION 1*

Implement existing effective strategies that provide alternatives to foreclosure and abandonment for urban residential rental structures in fire-prone neighborhoods.

Apartment Improvement Program Efforts

As mentioned under this recommendation in the original Federal report to Congress on arson, the Apartment Improvement Program (AIP) is doing the best work in this area. The AIP, a part of the Neighborhood Reinvestment Corporation, assists local partnership groups - composed of bankers, municipal officials, neighborhood residents, among others - in acquiring abandoned or foreclosed multifamily properties and rehabilitating them for reoccupancy.

AIP projects in Mount Vernon, New York, and Hartford, Connecticut, are now complete, and new projects are underway in the Northwest Bronx section of New York City; in Los Angeles; the District of Columbia; Dallas, Texas; and East Orange, New Jersey. The AIP is also doing pilot replication projects for single family properties, one of which is in Columbus, Ohio.

Coop Conversions

The U. S. Department of Housing and Urban Development (HUD) is also sponsoring projects to convert distressed and arson-threatened properties into rehabilitated structures that are cooperatively owned. The Pierce Street Block Club in Chicago, for example, is negotiating with property owners to convert two large economically distressed apartment buildings into tenant-owned cooperatives using HUD funds. If successful, these buildings will be the first HUD-financed properties to be converted to cooperatives in the Midwest. This project is an important one for this block club, given that in the Pierce/Hoyne area of Chicago's Wicker Park, fully 125 units of housing have been lost to arson in the last few years.

*This recommendation appears and is discussed on page 135 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

BANKING - RECOMMENDATION 2*

Review mortgage banking and government insurance program as they impact on arson.

Neither the banking industry nor Federal regulators have taken any action on this recommendation. Perhaps the best analysis of the problem of mortgage banking and government insurance programs as they impact on arson is contained in the report of the Massachusetts Arson Prevention Task Force, whose publication was funded by the U. S. Fire Administration. The report, recently published, also outlines the possible actions that could be taken to reduce this source of the arson problem.

*This recommendation appears and is discussed on page 137 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

BANKING - RECOMMENDATION 3*

Develop strategies to deter the use of corporate real estate vehicles in arson-for-profit schemes.

The Arson Task Force of the National Association of Insurance Commissioners has taken the lead in addressing this recommendation. The Task Force is developing a model insurance application that would incorporate all of the ownership information necessary to determine the true ownership of the property and the actual beneficiaries of any insurance loss proceeds. This insurance application is now in the process of being developed and, when formulated, will serve as a model for adoption by individual State insurance departments.

*This recommendation appears and is discussed on page 139 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

COMMERCIAL - RECOMMENDATION 1 *

Develop effective strategies and programs to identify, prevent, and investigate commercial arson-for-profit.

The Bureau of Alcohol, Tobacco and Firearms (ATF) has developed an arson-for-profit training course to be administered to State and local agencies whose jurisdiction includes the investigation of arson incidents. During fiscal year 1980, the course was offered in seven city locations wherein training was administered to approximately 350 State/local investigators.

*This recommendation appears and is discussed on page 141 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

PSYCHOLOGY AND BEHAVIOR OF FIRESETTERS

PSYCHOLOGY AND BEHAVIOR OF FIRESETTERS: ADULTS - RECOMMENDATION 1*

Develop psychological profiles of arsonists to be used in arson investigation and prevention efforts.

Arsonist Profile Research

The Training Division of the Federal Bureau of Investigation (FBI) functions as a technical resource to the Criminal Investigative Division of the FBI in the area of researching and presenting courses of instruction in the area of arson-for-profit. In October and November, 1979, the Behavioral Science Unit, Training Division, initiated research to develop psychological profiles of firesetters. The research culminated in a three part study, "The Firesetter: A Psychological Profile" which was published in the June, July, and August, 1980, issues of the FBI Law Enforcement Bulletin. The three-part study includes the identifying personality characteristics and behavioral traits profiling the typical pyromaniac and of the professional torch.

Firesetting Studies

The Center for Fire Research (CFR) National Bureau of Standards, has released two studies conducted by the Department of Psychology at the University of North Carolina, The Psychology of Firesetting: A Review and Appraisal and Personality Theory and Firesetting: An Elaboration of a Psychological Model.

The first is a review of the literature of firesetting and describes a preliminary conceptualization of how firesetters should be classified. Among other topics, the paper covers firesetting behavior, consequences of firesetting (i.e., those factors which reinforce the act of firesetting) and intervention strategies.

The second is aimed at behavioral scientists and clinicians who are specifically concerned with understanding and treating firesetting as a deviant behavior. Its purpose is to integrate an understanding of firesetting behavior with a more general understanding of behavior theory and to examine, in detail, the implications of the theoretical framework presented for future research and for clinical treatment of firesetting in children and adults.

*This recommendation appears and is discussed on page 144 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

Forest Firesetter Profiles

About 40 percent of an estimated 60,000 annual wildfires in the southern States are incendiary. These 24,000 fires account for over half of the South's acreage loss to fire and consume about 350 million feet of wood each year.

The incendiary problem in the southern woods has changed very little in the last 25 years, though efforts have been underway to deal with the problem. Among efforts are those of Southern Forest Experiment Station's fire prevention research work unit at Starkville, Mississippi, which has been examining this incendiary problem for more than a dozen years, and is developing profiles of the forest firesetter.

In a current phase of study, 14 problem areas are being studied. Located in four States, the areas each contain about 36,000 acres and average about 50 incendiary fires per year. All areas are in the Gulf Coastal Plain, except two which are in the Appalachian Plateau region. Four problem areas are totally or partially inside a national forest boundary, while the remainder consists entirely of privately owned lands.

Findings, to date, have identified three major groups of forest firesetters and their profile characteristics. One of the study's main conclusions is that to design successful incendiary prevention programs, planners need to keep in mind that most forest firesetting is supported and justified by the community. The social isolation of rural communities requires opening of new channels of communication before prevailing attitudes can be changed.

Insurance Industry Efforts

The All-Industry Research Advisory Council Arson Task Force is currently conducting research which will lead to development of a profile of an arsonist and an arson risk.

PSYCHOLOGY AND BEHAVIOR OF FIRESETTERS: JUVENILES - RECOMMENDATION 1*

Validate and disseminate the Juvenile Firesetters Counseling Manuals.

During the past year, the U. S. Fire Administration's Firesetters Counseling Manual has been tested in workshops conducted in Illinois, Oregon, Georgia, Connecticut, Massachusetts, and Washington. The manual was subsequently revised and is now available in printed form for general release.

Rather than merely distribute the manuals to fire service personnel without any support on its most effective use, the U. S. Fire Administration has assembled a core of field staff to assist these personnel in using the manual as a counseling guide. This field staff has been drawn primarily from State and local fire service educators who have been effective in firesetter counseling in their own localities. The U. S. Fire Administration's field staff advisory services began in January, 1980. If existing resources are unable to meet the demand, the program is integrated with Public Education Assistance Programs in States that have such programs. The Washington State Fire Service Training Program has already integrated this program into its arson training class.

The demand for the manual and field services has far exceeded expectations. This manual is the first manual of its kind oriented towards fire service personnel and the response it has generated demonstrates that there is an urgent need for it.

*This recommendation appears and is discussed on page 145 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

PSYCHOLOGY AND BEHAVIOR OF FIRESETTERS: JUVENILE - RECOMMENDATION 2*

Distribute model programs for preventing juvenile firesetting.

The U. S. Fire Administration has prepared a series of Arson Implementation Kits, of which is on counseling juvenile firesetters and on preventing firesetting.

These kits provide general models for building various aspects of a local arson program. The Kits are derived from a number of actual programs that have been successfully used in both large and small communities. The models are general enough so that there should be no problem in tailoring a program to meet local circumstances.

The Kit on juvenile firesetting discusses the basics in setting up a program to counsel juvenile firesetters and developing prevention programs, as well as providing some insight into the motivation and causality of juvenile firesetting. Successful models are outlined in the Kit, including the programs in Los Angeles County, California; Mesa, Arizona; Upper Arlington, Ohio; and Seattle, Washington.

The Kits were developed for a series of workshops presented at the National Conference on Arson held by the U. S. Fire Administration in January, 1980.

Juvenile Firesetters Workshops

Model programs for preventing juvenile firesetting are also being disseminated through a series of workshops that have been developed by the U. S. Fire Administration around its firesetter counseling manual. The purpose of the workshops is to help train fire department personnel to identify, understand, and counsel (or refer) youthful firesetters. During 1980, 60 workshops in 21 States will have been held.

*This recommendation appears and is discussed on page 146 of the Report to the Congress ARSON: The Federal Role in Arson Prevention and Control. That document is an appendage to the present report.

CONCLUSION

The year 1979 represented the first year that a concerted attack on arson was made. Private industry, particularly insurance companies and regulators, and public agencies, such as the Law Enforcement Assistance Association, the Federal Bureau of Investigation, the Bureau of Alcohol, Tobacco and Firearms, and the U. S. Fire Administration, worked together in an attempt to contain the arson problem.

The 1979 Report to Congress contained 67 recommendations for preventing and controlling arson. All but one of the 67 have been addressed in the President's National Arson Strategy to some or greater extent. Almost 200 separate items of activity by Federal, State, and local agencies, by the insurance industry, and by national and local programs have been initiated to prevent and control arson. (See Tables 3, 4, and 5, Appendix.)

The programs identified in this report have been able to produce productive results, making a dent in the nation's arson problem. But despite the significant anti-arson programs at the Federal, State, and local levels, arson remains the fastest growing crime in America. The reason why arson is still growing rests with five factors:

1. The narrowness of traditional roles and responsibilities does not encourage the coordination and cooperation which arson prevention and control requires.
2. High gain (profits) and low risks of apprehension and incarceration are associated with the arson crime.
3. The complexity of the crime makes it difficult to recognize and prevent.
4. Psychologically motivated arson is on the increase.
5. Effective anti-arson programs need to be more widely disseminated.

The arson problem needs to be continually monitored and the anti-arson programs designed to deal with it need to be evaluated and those found to be effective need to be disseminated. The U. S. Fire Administration will fulfill these functions on an annual basis. This report has made it clear that movement can be made in the fight against arson by committed private and public agencies and organizations. The key to arson prevention and control is collaboration and coordination -- at the Federal, State, and local level among police, fire, judicial, housing, insurance, community, and public education groups and agencies. The progress noted in the programs described in this report show promise. While the full results will not be known for a while, it is clear that without the present coordinated effort, arson's growth and devastation will continue and exacerbate in the 1980's.

TABLE 1
Arson Task Forces Initiated by
USFA/LEAA Arson Task Force Assistance Program

State	County(ies)	City(ies)
Alabama*		
Alaska**		Fairbanks** Juneau** Kenai** Ketchikan**
Arizona*		Mohave Phoenix Tucson
Arkansas		Fayetteville Little Rock Rogers Springdale
California		
Colorado		Aurora Breckenridge
Connecticut*		Bridgeport East Hartford East Haven Enfield Glastonbury Hartford Meridan New Haven Norwalk Stamford Waterbury West Haven

*State Task Force Adopted
 **Task Force Under Considered

TABLE 1--con.
Arson Task Forces Initiated By
USFA/LEAA Arson Task Force Assistance Program

State	County(ies)	City(ies)
Delaware		
District of Columbia		
Florida		Dade Metro-politan
Georgia*		Thomas Atlanta
Hawaii		Pearl Harbor
Idaho		
Illinois*		Carbondale Chicago** Waukegan
Indiana		New Albany
Iowa		
Kansas		
Kentucky		
Louisiana		New Orleans

*State Task Force Adopted
 **Task Force Under Consideration

TABLE 1--con.

**Arson Task Forces Initiated By
USFA/LEAA Arson Task Force Assistance Program**

State	County(ies)	City(ies)
Maine		
Maryland		Baltimore
Massachusetts		Waltham
Michigan		Portage
Minnesota		
Mississippi		Gulfport
Missouri		Independence Clinton
Montana	Cascade Gallatin	Anaconda Baker Billings Bozeman Butte Glasgow Glendive Great Falls Hamilton Havre Helena Kalispell Lewistown Libby Livingston Miles Missoula Sidney

*State Task Force Adopted
**Task Force Under Consideration

TABLE 1--con.

**Arson Task Forces Initiated By
USFA/LEAA Arson Task Force Assistance Program**

State	County(ies)	City(ies)
Nebraska		Lincoln
Nevada*		North Las Vegas
New Hampshire		
New Jersey*	Atlantic Bergen Burlington Camden Cape May Cumberland Essex Gloucester Hudson Hunterdon Mammoth Mercer Middlesex Morris Ocean Passaic Salem* Somerset Suffolk Union Warren	
New Mexico		Albuquerque

*State Task Force Adopted
**Task Force Under Consideration

TABLE 1--con.

**Arson Task Forces Initiated By
USFA/LEAA Arson Task Force Assistance Program**

State	County(ies)	City(ies)
New York*	Albany Broome Cattaraugus Cayuga Chautauqua Chenango Clinton Cortland Delaware Dutchen Erie Franklin Fulton Genesee Herkimer Lewis* Livington Monroe Montgomery Nassau New York City Niagara Oneida Onondaga Ontario Orange Oswego Otsego Rensselaer* Rockland St. Lawrence Saratoga Schenectady Schuyler Suffolk Sullivan Tioga Ulster	Rochester

*State Task Force Adopted
**Task Force Under Consideration

TABLE 1--con.

**Arson Task Forces Initiated By
USFA/LEAA Arson Task Force Assistance Program**

State	County(ies)	City(ies)
New York--con.	Warren Washington Wayne Westchester Wyoming Yates	
North Carolina*		Fayetteville
North Dakota		Fargo
Ohio	Montgomery	Dayton Toledo Cleveland
Oklahoma		Idabell
Oregon	Columbia Multnomah Deschutes Coos Klamath Falls Jackson	Portland Columbia Multnomah
Pennsylvania*		Philadelphia Lancaster
Rhode Island*		
South Carolina*		

*State Task Force Adopted
**Task Force Under Consideration

TABLE 1--con.
Arson Task Forces Initiated By
USFA/LEAA Arson Task Force Assistance Program

State	County(ies)	City(ies)
South Dakota		
Tennessee		Chattanooga Knoxville
Texas		San Antonio Arlington Houston
Utah		Salt Lake City
Vermont		
Virginia	Norfolk Tidewater Regional	Harrisburg Alexandria
Washington*		Bellingham
West Virginia		
Wisconsin		Racine Madison Milwaukee
Wyoming		Casper

*State Task Force Adopted
 **Task Force under consideration.

TABLE 2
LEAA Arson Control Assistance Program

State, County and/or Local Units	Objective
Arizona State Justice Planning Agency	To establish a Statewide arson investigation team, study and recommend improvements for arson-related data collection systems, provide training, improve State and local forensic laboratories, establish an arson hotline, develop a public education program, and seek legislative changes concerning arson.
Tucson, Arizona	To expand coordination among police, fire and prosecutorial agencies, and enhance their arson detection, investigation, and prosecution skills.
San Francisco, California	To provide a full-time arson prosecutor, an additional investigator, clerical support, a photographer, a computer analyst, and support training.
Connecticut Justice Commission	To support a Statewide program establishing six local task forces and investigative units, forensic support, provide training, develop local prevention programs, and expand an arson information management system.

TABLE 2--con.

LEAA Arson Control Assistance Program

State, County, and/or Local Units	Objective
The State of Delaware	To establish an arson advisory committee, enhance State and local capability to investigate and prosecute arson -- including special training for investigators and prosecutors, -- create a central data bank on arson-related information, and conduct a public education campaign about the crime.
Broward County, Florida	To form a Mutual Anti-Arson Task Coordination Headquarters to improve arson detection and investigation methods.
Florida Department of Insurance/Fire Marshal	To support personnel training, purchase arson evidence analysis equipment for the State laboratory, and increase public awareness about arson.
Metropolitan Dade County, Florida	To organize an arson control board, develop a pool of experienced arson prosecutors, provide arson training for police, fire departments, and prosecutorial personnel, and design a uniform data collection and reporting system.
Columbus, Georgia	To establish a task force and training program for prosecutors, fire officials, and police investigators, expand the public education program, and intensify data collection.

TABLE 2--con.

LEAA Arson Control Assistance Program

State, County, and/or Local Units	Objective
Bolingbrook, Illinois	To expand the village's Juvenile Firesetter Intervention Program, and effort to combat arson by juveniles instituted because 68 percent of the area's arson losses were attributed to youths.
Illinois Department of Law Enforcement	To initiate a comprehensive Statewide arson control effort and create a Governor's Arson Advisory board to coordinate arson control activities.
New Albany, Indiana	To hire and train two additional arson investigators and establish a local arson laboratory.
Sioux City, Iowa	To expand data collection, train personnel, hire more investigators, and purchase equipment.
Wichita-Sedgwick County Kansas	To establish an arson squad with city and county personnel, establish an administrative committee to develop policies for the squad, and provide special training and equipment.
East Baton Rouge Parish, Louisiana	To create task forces to develop arson control strategies and to conduct investigations.

TABLE 2--con.

LEAA Arson Control Assistance Program

State, County and/or Local Units	Objective
The State of Maryland	To provide arson detection training for volunteer and career firefighters, launch a public education campaign, improve evidence analysis, and install a better arson reporting system.
Massachusetts Attorney General's Office	To establish a comprehensive arson prevention and enforcement system for the State, strengthen training, encourage anti-arson efforts by community groups and the insurance industry, and improve arson identification, arrest, prosecution, and conviction rates.
Kansas City, Missouri	To create an arson control coordinating committee, develop an arson reporting system, create an arson task force in the police department, and add personnel and equipment to the crime laboratory.
Springfield, Missouri	To enhance investigation, train prosecutors, and integrate the arson fighting program with the current Integrated Criminal Apprehension Project in that area.
Omaha, Nebraska	To improve the Arson Bureau's investigative capability and coordinate evidence gathering and prosecution of arson.

TABLE 2--con.

LEAA Arson Control Assistance Program

State, County and/or Local Units	Objective
North Las Vegas, Nevada	To create an arson control team, provide training, improve equipment and data collection, create a regional advisory council, initiate juvenile counseling, and to improve sub-standard housing.
New Jersey Department of Law and Public Safety	To add resources to the recently established New Jersey Arson Task Force, develop a Statewide fire incident reporting system, provide training in detection, investigation, and prosecution, develop a Statewide enforcement plan, and upgrade laboratory facilities.
Jersey City, New Jersey	To coordinate efforts of the city police and fire departments and conduct a public awareness campaign.
Middlesex County, New Jersey	To form three arson teams to provide 24-hour investigative coverage, implement a uniform arson data collection system, provide advanced arson detection training, and initiate a public education campaign.
Newark, New Jersey	To hire and train seven additional arson investigators, coordinate public and private efforts against arson, collect data, and implement a citywide education campaign against arson.

TABLE 2--con.

LEAA Arson Control Assistance Program

State, County, and/or Local Units	Objective
Syracuse-Onondaga, New York	To provide advanced training to arson investigators, increase the local crime laboratory's capabilities, purchase additional equipment, and operate a public education program.
Dayton, Ohio	To hold monthly arson task force meetings, train police and fire officials, increase the arson unit by four persons, and establish a local regional crime laboratory with special anti-arson equipment.
The State of Rhode Island	To establish a Statewide arson control strike force, offer special training in arson detection, investigation, and prosecution, improve the State crime laboratory, develop a public education program, and help revise State anti-arson statutes.
Houston, Texas	To establish three field offices of Operation HART -- Houston Arson Reduction Teams, -- and to develop a public education program.
Salt Lake County, Utah	To initiate a Special Arson Fire Enforcement Program to include a 24-hour strike force of arson investigators, crime laboratory technicians, and representatives from the county attorney's office and police and fire departments.

TABLE 2--con.

LEAA Arson Control Assistance Program

State, County and/or Local Units	Objective
Lynchburg, Virginia	To establish a regional arson squad composed of three Lynchburg fire marshals and 10 representatives from area law enforcement agencies and an advisory committee to oversee operation of the squad and develop anti-arson strategies.
Norfolk, Virginia	To create an arson task force, develop a computerized information system to plan prevention and control efforts, conduct training programs for investigators, prosecutors, and insurance agents, and initiate a public education program.
Snohomish County, Washington	To set up a special arson investigation unit in the fire marshal's office to reduce bodily injury and property loss due to arson.
Milwaukee, Wisconsin	To support a comprehensive approach to arson control that will focus on rapid response by police and investigators, the use of a special prosecutor, and a task force for training and public information.

TABLE 3

Progress and Accomplishment Of the President's National Arson Strategy Since August 1979 By State and Locality

State	Arson Task Force				AIMS	LEAA/ACAP	Arson Shield	Juvenile Firesetter Counseling	ATF Arson-for-Profit Training	Hot-lines	Special Conference/Seminars	Other
	State	County	Municipal	ATF								
Alabama	X						Birmingham					
Alaska	X*		4*									
Arizona	X		3	Phoenix	Phoenix	2	San Diego					
Arkansas			4				Pine Bluff	X				
California				Los Angeles San Francisco	San Francisco	X	San Diego	X	Los Angeles Sacramento		Fresno	LA All Teen Arson Council District Attorney Manuals
Colorado			2					X			Denver	
Connecticut	X		12	Hartford	New Haven	X		X	Hartford			New Haven Police Arson Surveillance
Delaware								X				

*Under Consideration

TABLE 3--con.

Progress and Accomplishment Of the President's National Arson Strategy Since August 1979 By State and Locality

State	Arson Task Force			AIMS	LEAA/ACAP	Arson Shield	Juvenile Firesetter Counseling	ATF Arson- for-Profit Training	Hot-lines	Special Conference/ Seminars	Other
	State	County	Municipal								
District of Columbia											Metro Washington, D.C.
Florida		2			2						Miami Tampa Orlando
Georgia	X		3								Atlanta Atlanta
Hawaii			1								Honolulu
Idaho											
Illinois	X		2 2*		2		X				Chicago
Indiana			1								
Iowa											
Kansas		1									
Kentucky											Louisville
Louisiana			1								New Orleans New Orleans USFA Conference on Arson
Maine											

*Under Consideration

TABLE 3--con.

Progress and Accomplishment Of the President's National Arson Strategy Since August 1979 By State and Locality

State	Arson Task Force			AIMS	LEAA/ACAP	Arson Shield	Juvenile Firesetter Counseling	ATF Arson-for-Profit Hot-lines	Special Conference/Seminars	Other
	State	County	Municipal							
Maryland			1		X					
Massachusetts			1	Boston	X	X	X	Boston		MA Study of Sentencing Patterns
Michigan			1	Detroit						
Minnesota							X			
Mississippi			1				X			
Missouri			2	Kansas City	X	St. Louis	X	Kansas City		
Montana	X	2	17							
Nebraska			1		X				Lincoln	
Nevada	X			Las Vegas	X		X			
New Hampshire										

*Under Consideration

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TABLE 3--con.

Progress and Accomplishment Of the President's National Arson Strategy Since August 1979 By State and Locality

State	Arson Task Force			ATF	AIMS	LEAA/ACAP	Arson Shield	Juvenile Firesetter Counseling	ATF Arson- for-Profit Training	Hot-lines	Special Conference/ Seminars	Other
	State	County	Municipal									
New Jersey	X	21		Camden Union/Newark		4				Union	East Orange	
New Mexico			1									
New York	X	41 2*	2	Buffalo NY City Rochester Syracuse	X	X				New York	Legislated Arson Control Planning NYC Building Seal-ups Fire Insurance Proceeds Law Bronx Co-ordinated Arson Project	
North Carolina	X		1							X		

*Under Consideration

TABLE 3--con.

Progress and Accomplishment Of the President's National Arson Strategy Since August 1979 By State and Locality

State	Arson Task Force			AIMS	LRRA/ACAP	Arson Shield	Juvenile Firesetter Counseling	ATF Arson- for-Profit Training	Hot-lines	Special Conference/ Seminars	Other
	State	County	Municipal								
North Dakota			1								
Ohio	1	3	Cleveland		X		X	Cleveland Cincinnati			National Legislative Conference on Arson, Cleveland
Oklahoma			1								
Oregon	6	3					X				
Pennsylvania	X	2	Philadelphia				X	Philadelphia Pittsburgh		Pittsburg	
Rhode Island	X		Providence		X					X	
South Carolina	X										North Myrtle Beach

*Under Consideration

TABLE 3--con.

Progress and Accomplishment Of the President's National Arson Strategy Since August 1979 By State and Locality

State	Arson Task Force			AIMS	LEAA/ACAP	Arson Shield	Juvenile Firesetter Counseling	ATF Arson- for-Profit Training lines	Special Conference/ Seminars	Other
	State	County	Municipal							
South Dakota										
Tennessee			2							
						Knoxville				
Texas			3							
						Dallas Ft. Worth				
										Community College
										A.A. Degree in Arson Houston Comm. Col. College
Utah			1							
Vermont										
										Salt Lake City
Virginia		3	2							
Washington	X		1							
						Seattle				National Economic Symposium on Arson

TABLE 3--con.

Progress and Accomplishment Of the President's National Arson Strategy Since August 1979 By State and Locality

State	Arson Task Force				AINS	LEAA/ACAP	Arson Shield	Juvenile Firesetter Counseling	ATF for-Profit Training	Arson- Hot- lines	Special Conference/ Seminars	Other
	State	County	Municipal	ATF								
West Virginia												
Wisconsin			3			X	Madison					
Wyoming			1									

TABLE 4

**Progress and Accomplishments Of the President's National Arson Strategy Since August 1979 By Federal Agencies
(Noted By Number Of Specific Items)**

Organization	Management of Arson Prevention & Control					Investigation/Prosecution of Arson					Economic Factors In Arson				Psychology and Behavior of Firesetters		Totals
	Arson Task Forces	Data Collection and Analysis	Arson Early Warning Systems	Public Arson Education	Community Organizations	Fire/Arson Detection	Fire/Arson Investigation	Prosecution	Training	Technology	Insurance	Housing	Banking	Commercial	Adults	Juveniles	
USFA	7	4	5	6	4	2	6	4	6	1	3	2	1			2	53
LEAA	5	3	2	5	3	2	9	6	6	1							42
ATF	2					1	2		3	3	2		1				14
FBI	1	1					2	2							2		8
NBS							1			4					1		6
FIA											2	1					3
IRS							1					1					2
USFS					1				1						1		3
HUD													2				4
ACTION					1												1
																	137

TABLE 5

**Progress and Accomplishments of President's National Arson Strategy by Non-Federal Organizations
(Noted By Number Of Specific Items)**

Organization	Management of Arson Prevention & Control					Investigation/Prosecution of Arson					Economic Factors In Arson				Psychology and Behavior of Firesetters		Totals
	Arson Task Forces	Data Collection and Analysis	Arson Early Warning Systems	Public Arson Education	Community Organizations	Fire/Arson Detection	Fire/Arson Investigation	Prosecution	Training	Technology	Insurance	Housing	Banking	Commercial	Adults	Juveniles	
Insurance Industry	3	3		2		1	8	1	3		18				1		40
NAIC											12	1			1		13
NFPA		1							1								2
IAAI									1								1
ABA							1	1									2
																	58

END