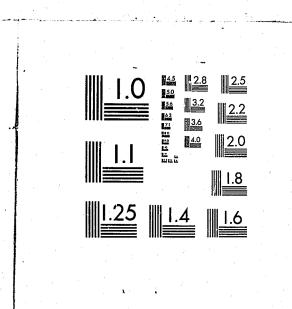
National Criminal Justice Reference Service



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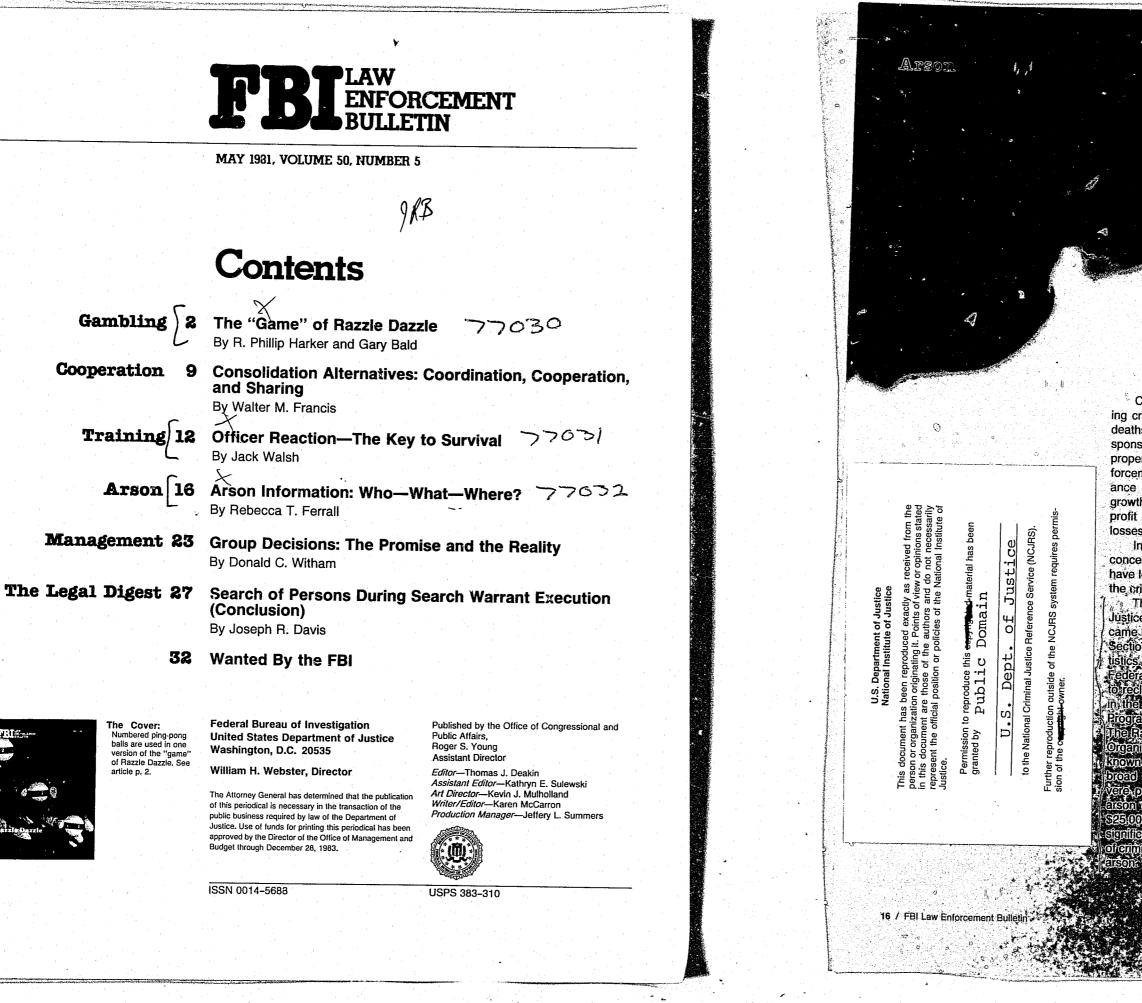
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National Institute of Justice United States Department of Justice Washington, D.C. 20531

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The Cover: balls are used in one version of the "game" of Razzle Dazzle, See article p. 2.

# **Arson Information:** Who What Called the Nation's fastest grow-Where?

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ing crime, arson causes thousands of deaths and injuries annually and is responsible for billions of dollars worth of property damage. Firefighters, law en- By REBECCA T. FERRALL forcement officers, industry, and insurance officials struggle to control its growth, the increasing incidence of profit motive, and the staggering losses to individuals and industry.

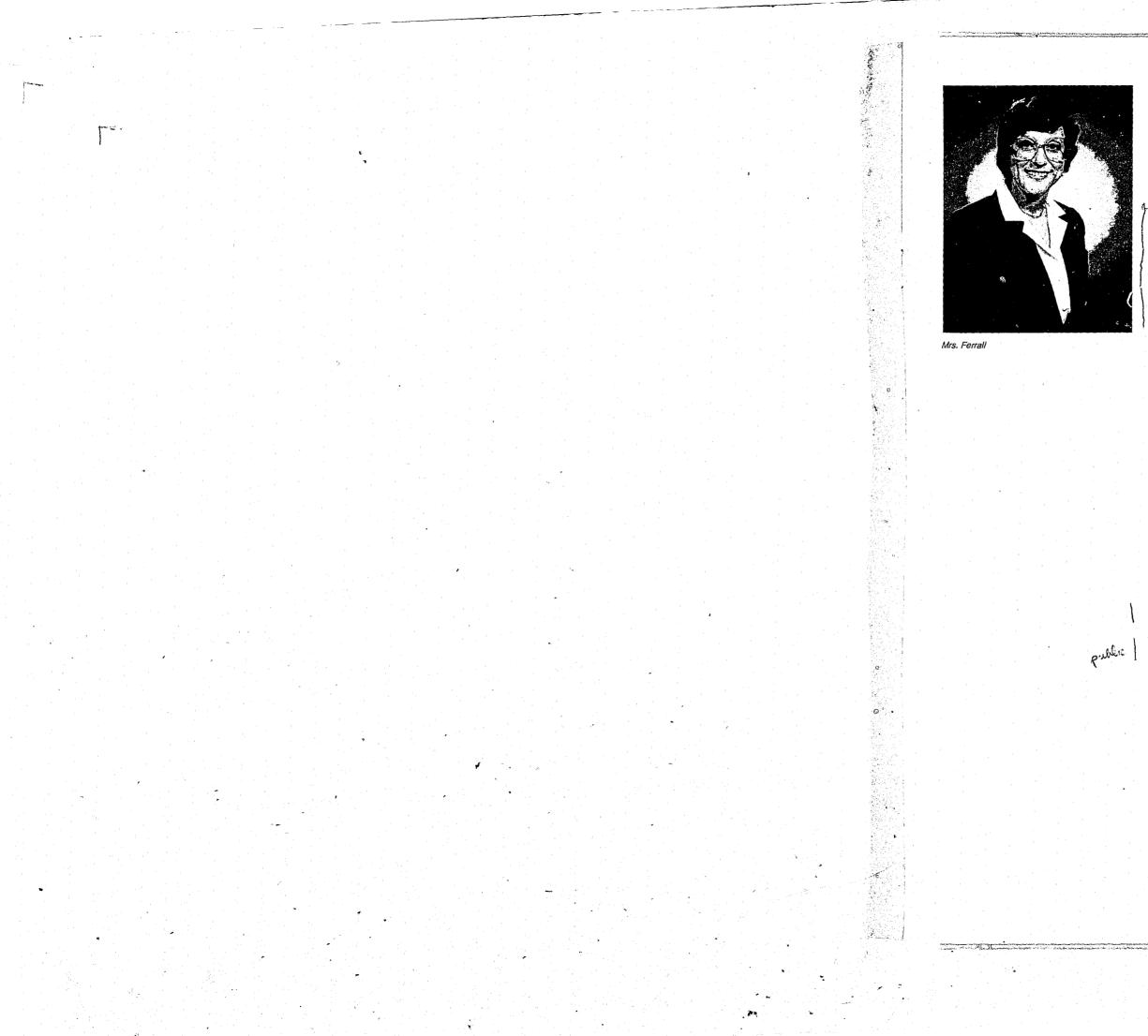
Increased public awareness and concern and industry's involvement have led to legislative action to control the crime and punish the criminal.

1 The October 1978 Department of Justice Authorization Bill, which be- and industry's involvement have incame Public Law 95-624, mandated in creased law enforcement's efforts to Section 14 the collection of arson sta- be well-versed about the arson prob-Listics. The law further instructed the rederal Bureau of Investigation (FBI) forreclassify arson as a Part I offense in the FBI's Uniform Crime Reporting Program effective fiscal year 1979. er Influenced and Corrupt Statute (popularly gave law enforcement RICO provided se-

Librarian FBI Academy Library Quantico, Va.

RICO's clout, public awareness. lic's request for arson program projects.

Sourcestof guidan ion, and print



These sources of information are as offers psychological profiles of the varbroad and varied as the crime, the criminal, and the victim. As a Law Enforcement Assistance Administration (LEAA) brochure suggests, "Arson Burns Us All!" At the Federal level alone, at least six departments and their respective agencies, bureaus, and administrations are prominently involved-Departments of Justice, Commerce. Treasury. Housing and Urban Development, Defense, and Interior, as well as the U.S. Postal Service, Each department's respective agencies publish arson material and provide libraries, clearinghouses, and/or experts to contact for arson information and pro- active arson grant and aid program gram suggestions. A pamphlet entitled with State, county, and local govern-"We Are All Victims of Arson," available without charge from the National Criminal Justice Reference Service (NCJRS), provides a thorough listing of sion, and prosecution projects with all Federal agencies concerned with arson problems and gives complete the arson unit enters into interagency bureau or office titles and addresses.

Some of those Federal agencies which have been actively producing arson materials include the FBI, the U.S. Fire Administration (formerly the National Fire Prevention and Control Administration), and the Office of Justice Assistance, Research, and Statistics (OJARS). Under a recent reorganization. OJARS serves as the umbrella organization for the Bureau of Justice Statistics (BJS), the National Institute of Justice (NIJ), and LEAA.

### Federal Bureau of Investigation

The FBI collects arson statistics for its annual Crime in the United States. In addition, a recently published FBI document provides insight and instruction in a relatively new area of memberships are free to all law enarson investigation. Written by an FBI forcement agencies and personnel. In Academy instructor, "The Firesetter: A addition to providing reference serv-Psychological Profile" provides a thor- ices, which include computer searches ough examination of investigating tech- at no charge, NCJRS offers single niques and the types of fireset- copies of its publications free of charge ters. The book includes discussions of as long as quantities last. the problematic areas in the study of

ious types of firesetters, as well as quidance in conducting interviews.

The FBI Academy library offers reference services to police agencies and fire departments throughout the United States. In addition, the library distributes, upon request, an arson bibliography which includes citations, to arson materials available in most major libraries and at the FBI Academy library.

# Law Enforcement Assistance Administration

LEAA's Arson Unit conducts any ments throughout the United States. Currently, LEAA has 34 separate arson prevention, investigation, apprehen-State and local agencies. In addition, training agreements with the FBI, U.S. Fire Administration, and the Bureau of Alcohol, Tobacco and Firearms and also works with the National College of District Attorneys. Most of LEAA's publications are available through NCJRS. which is under contract to LEAA. LEAA has just published a two-volume arson work: Enforcement Manual: Approaches for Combatting Arson-For-Profit Schemes.

# National Criminal Justice Reference Service

NCJRS, a branch of OJARS' National Institute of Justice, is an international clearinghouse of law enforcement and criminal justice information. Department and individual

NCJRS arson publications include arson and motives for firesetting and Arson: A Selected Bibliography (NCJ58366) and Arson and Arson Investigation: Survey and Assessment

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(NCJ39113). Its quarterly newsletter, SN/ (Selective Notification of Information), includes as one of its highlights information on new arson publications, conferences, and seminars offered by both the public and private sectors. The reference service even offers at the local, State, and Federal levels camera-ready art upon request. Camera-ready art includes artists' pasteups and dummy copies ready to be photographed. Art inquiries should be forwarded to the Director of Publications.

#### **U.S. Fire Administration**

The Department of Commerce's U.S. Fire Administration (USFA) offers arson training through inservice courses and onsite training at the administration's new National Fire Academy. As of this writing, the U.S. Fire Administration Library and the National Fire Academy Learning Resource Center are merging resources at the academy's center, which houses an extensive and growing arson collection. The Emergency Management Institute Library (Battle Creek, Mich.) will merge with the academy's center in 1981.

In addition to the academy's learning resource center, the USFA's Arson Resource Center also provides materials and reference and referral services free of charge to law enforcement personnel. The arson resource center issues an irregular serial, "Arson Resource Exchange Bulletin," which covers the following five areas-USFA arson news, management, investigation/prosecution, economics, and behavior. The "Bulletin," published by the N USFA's Office of Planning and Training, is available free of charge.

Of particular value to the law enforcement officer trying to locate materials and/or experts is the Arson Resource Directory, also produced by USFA's Arson Resource Center. The purpose of the Directory is "... to

provide both an explanation and full identification of key resources, organizations, and individuals who are concerned, active, and successful in arson prevention and control." The Directory includes both private and public groups working on the arson problem.

#### National Bureau of Standards Center for Fire Research

The National Bureau of Standards Center for Fire Research represents another facet of the Department of Commerce's involvement with arson investigation. The center conducts research in fire investigative techniques and develops tools, methodologies, and procedures for fire investigators to employ during fire investigations. While the center is not in a position to provide routine assistance with individual arson investigations, the center's staff can be contacted with regard to fire investigation research.

The center has just published Fire Investigation Handbook (NBS Handbook 134), which provides guidelines and procedures for the fire investigator. In addition, the Handbook's appendices include specialized information on such topics as the investigator as the expert and books of interest to investigators.

#### Insurance Industry Efforts

The insurance industry is obviously interested and involved in the entire arson problem. Estimates of the annual cost of arson for insurers run from \$1 to \$5 billion. The insurance industry has become increasingly active in the battle against arson, has produced materials, sponsored seminars, coordinated law enforcement and private sector efforts, and has promoted community awareness programs. Three aggressive antiarson programs are offered by Aetna Life and Casualty, State Farm Fire and Casualty, and Allstate Insurance Companies.

A recently retired New York City deputy chief fire marshal joined Aetna Life and Casualty to assist the company in strengthening its internal antiarson program. The company works

closely with local communities-two of the most successful efforts are the New Haven. Conn., and the Seattle, Wash., programs. The company has launched a full antiarson media campaign with ads in national magazines. Available free of charge from Aetna is a handout folder which includes a background paper on the arson problem, brochures focusing on the Seattle and the New Haven Projects, and a brochure describing "Winning the War on Arson," an Aetna-produced film. The C.A.A.P. (Community Arson Awareness Program) kit, which Aetna also distributes in large quantities free upon request, includes posters and instructions for organizing a community arson alert watch. The movie "Winning the War on Arson" runs 15:30 minutes and is available on free loan in 16mm color film or 3/4-inch color video tape by directing requests to the attention of the film librarian at the Hartford address.

State Farm Fire and Casualty has worked closely with the Illinois Advisory Committee on Arson Prevention and the Illinois Chapter of the International Association of Arson Investigators to produce several arson manuals and booklets for Illinois police officers, firefighters, and prosecutors.

Although designed originally for personnel working in Illinois, the booklets have applicability and value to law enforcement officers in any State involved in arson investigation and seeking a clear, concise explanation of the arson problem. The Iceberg Crime: What Police Should Know About Arson is a 20-page booklet that offers a complete, concise overview. A second publication. Verdict: Guilty of Burning: What Prosecutors Should Know About Arson, is written for the prosecuting

of the problem for any interested reader. Touched Off By Human Hands examines the issues involved in investigation, profiling firesetters, and interviewing.

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The Allstate Insurance Companies have been active in arson prevention programs through their Loss Prevention Division. In addition to their general fire prevention booklet "A Matter of Minutes." Allstate has expanded its efforts in publishing two other booklets. designed an arson speaker's kit, and initiated an arson newsletter. "Why You Should See Red Over Arson! An Arson Primer For the General Public" is distributed free in single or multiple copies as a public service.

A speaker's kit of the same title is also available. The kit includes a slide audio cassette packet with an accompanying written script. While the kit is not available for permanent retention. interested parties can obtain the speaker's kit on a 60-day loan basis. Specific use dates should be indicated in the correspondence.

"Put the Heat on the Arsonist" is Allstate's community action guide. The publication, which is more detailed than "Why You Should See Red . . . ,' is in the process of revision; however, limited copies are available. "Arson Update" is a quarterly newsletter published since 1978 and in cooperation with the Illinois Advisory Committee on Arson Prevention. Requests to be placed on the newsletter mailing list should also be addressed to Allstate's Northbrook offices.

# **Private Nonprofit Organizations**

Numerous private nonprofit organizations work in tandem with the insurance industry to combat arson.

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attorney, but provides a good analysis Several of these groups are closely alined with and composed of memberships within the insurance industry. Their efforts and publications provide valuable resources and services outside the industry as viell. These groups offer guidance, experts, information, and on occasion, seminars for police departments and individual law enforcement officers engaged in arson prevention and antiarson programs.

> The International Association of Arson Investigators (IAAI) is a private group funded largely by memberships and Federal grants. Thirty-two local chapters offer the services of arson investigators who assist police, fire, and insurance agencies in the investidation of arson cases. Membership is \$25.00 per year and includes the IAAI quarterly newsletter "Fire and Arson Investigator," the annual membership directory, and the minutes of the annual meeting

IAAI's The Book of Selected Articles for Arson Investigators is in its third edition (1978). This volume is a collection of articles and essays chosen by the association to provide the best and broadest coverage of the entire arson issue and sells for \$60.

The Insurance Crime Prevention Institute (ICPI) represents approximately 350-member insurance companies who underwrite casualty and property insurance. The institute, founded in 1971, has actively investigated insurance fraud, especially arson-for-profit cases which have resulted in over 6,000 arrests and prosecutions since its beginning. "ICPI Report," published bimonthly by the institute, reports the news on this national nonprofit organization and current fraud cases. ICPI places emphasis in this newsletter on arson cases, investigations, and information resources. The "Report" is distributed free to member companies, law enforcement agencies, and the media.

Insurance Fraud ICPI Handbook for Insurance Personnel, distributed to law enforcement and fire agencies as well as to insurers, is a 38-page manual which includes a concise, statistical

cverview of five major types of insurance fraud. The "Arson-for-Profit" section examines small business arson. arson-for-profit rings, and home fires. The institute also provides for inspection or showing to law enforcement groups the 16mm film "Anatomy of an Arson."

The Insurance Committee for Arson Control (ICAC) operates in liaison with the Alliance of American Insurers in Chicago, III. The committee was established to coordinate the insurance industry's efforts in arson prevention and control. Membership is composed of insurance companies and insurance trade associations.

The committee's Status Report 1: On Arson Reporting-Immunity Legislation By The Insurance Committee for Arson Control is available in multiple copies for distribution. The Report covers the status of immunity laws in each State and is designed ". . . to aid antiarson groups in their review of legislative needs." Proposed Status Reports 2 and 3 will summarize, respectively, implementation progress in each State and the possibility of expanding model laws to cover other types of insurance fraud. "How to Form an Arson Task Force" is a 4-page pamphlet the ICAC distributes free in quantity to law enforcement agencies.

Of particular value to law enforcement personnel is the ICAC's Arson Control Directory. A spiral notebook with quarterly updates, the Directory includes four sections: 1) Basic information on how to establish local arson control task forces. 2) a State-by-State directory of arson control organizations, 3) sample speech texts on arson, and 4) a copy of Target: Arson, ICAC's official arson control document. The Directory costs \$25, which includes all subsequent additions, changes, and updates.

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Representative of a number of private nonprofit groups which work closely with insurance companies is the Illinois Advisory Committee on Arson Prevention (IACAP). The committee is one of 29 State arson committees across the United States. IACAP was one of the earliest such State committees, and like most, works with a membership of insurance agents, firefighters, law enforcement personnel, fire investigators, prosecuting attorneys, and others to promote arson awareness and prevention. Programs include arson hotlines and an arson award program for arson tips.

Although the main thrust of its efforts are within Illinois, the IACAP's publications are available without charge to other law enforcement officers. The committee's newsletter "Update," issued 2 or 3 times per year, has a national circulation. Three of the IA-CAP's booklets, mentioned earlier in this article, are distributed by State Farm.

Three additional publications, however, are available only from the committee. They are: Illinois Tackles Runaway Arson; The Torch's Reward; and For Sale: Burning Buildings-What Agents and Underwriters Should Know About Arson. The public relations officer for State Farm serves also as publicity and correspondence chairman for the committee.

Other private groups involved in the study of arson include Battelle. a private contract firm which engages in research activities worldwide. This organization conducts research provided by contracts and grants for private groups and governmental agencies. Two Battelle subsidiaries have been particularly active in arson research and the production of arson-for-profit materials for the law enforcement community.

A member of Battelle's Human Affairs Research Center, Law and Justice Center, has just completed a 450-page manual designed for use by enforceofficers entitled, Enforcement ment Manual: Approaches for Combatting Arson-for-Profit Schemes, which has been published by LEAA in conjunction with the U.S. Government Printing Office. The Manual-issued in two vol-Strategic Approaches and umes. Tactical Guides-addresses law enforcement strategies and options, sources of information and cooperative efforts, interviewing, evidence, and a bibliography of additional readings. Copies are available while they last from LEAA's Arson Unit. A training manual to accompany the Enforcement Manual is in preparation.

Through a Battelle-LEAA grant, a model arson curriculum project entitled A Model Curriculum and Trainer's Guide on Arson-for-Profit Enforcement Programs has enabled officers with no special expertise to develop local training programs when professional training is unavailable. The Curriculum N includes a roster of existing specialized trainers and a listing of free and inexpensive training resource materials. Another publication, Combatting Arson-for-Profit, details the cooperation between the Battelle Memorial Institute in Columbus, Ohio, and the city of Columbus in designing an arson task force. The American Insurance Associ-

ation's (AIA) arson efforts are aimed at assisting the 175 major property insurance underwriters and trade associ-'ations which form its membership. One of its major focuses, however, is education. The AIA regularly provides seminars and workshops specifically designed for police officers.

A unique AIA effort is the PILR (Property Insurance Loss Reporting System), a computerized fire loss register of all fire losses with insurance, at the same address, with the same insured, or with other parties (such as adjusters) whose names are associated with a number of the same types of fires. This computerized record enables the industry to detect fraud patterns and arson rings by following the histories of fires and arsonists even when the firesetters change insurance companies or geographic locations. The AIA began gathering data a year prior to the system's on-line debut January 2, 1980. PILR is on-line 24 hours a day, every day, and currently houses 90.000 case histories.

The National Fire Protection Association (NFPA) provides a complete catalog of its materials available for purchase through NFPA membership. Although the main thrust of the association is fire protection, especially safety standards, NFPA also designs instructional materials for arson programs. Among its instructional packets are the nine units in the Arson Investigation Series. Each unit includes 80 slides, a coordinated slide/tape presentation, and an instructor's manual. The series sells for \$55 per unit.

#### Summarv

This article presents only an overview of a few of the hundreds of local, State, Federal, private nonprofit, and industry groups which assist the law enforcement officer in arson prevention, control, and investigation programs. All the groups mentioned can direct the officer to additional agencies and associations active in arson investigation and education. Materials of all types, from handouts to audiovisual aids, are available by request directed to the individuals and groups mentioned in the Arson Information Checklist. This checklist provides the law enforcement officer with a substantial beginning to any arson-related activities. FBI

Aetna Life and Casualty Corporate Communications 151 Farmington Ave. Hartford, Conn. 06156

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Contact: Ms. Dolores Harper (203) 273-2843

Resources: Arson (Handout folder. which includes an arson "Backgrounder," and two brochures describing the Seattle and New Haven antiarson projects) C.A.A.P. Kit ("Community Arson Awareness Program" kit includes posters and instructions for presentation) "Winning the War on Arson" (16mm film. Color. 15:30 minutes. Available also in 34-inch

video tape cassette)

Allstate Insurance Companies Loss Prevention Division Allstate Plaza North, F-3 Northbrook, III, 60062

Contact: Ms. Rae Jones (312) 291-7610

Resources: Arson Update (Quarterly newsletter published in

- cooperation with IACAP) Put the Heat on the Arsonist!!! (Program
- Guideline For Community Action)

Why You Should See Red Over Arson! An Arson Primer for the General

Public (Brochure and also slide

audio cassette packet of

# **ARSON INFORMATION CHECKLIST**

American Insurance Association Public Relations Office 85 John St. New York, N.Y. 10038

> Contact: Bruce Bogart (212) 433-4400

Battelle Human Affairs Research Centers Law and Justice Studies Center 4000 N.E. 41st St. Seattle, Wash. 98105

Contact: Offford Karchmar (206) 525-3130 Resources: Enforcement Manual: Approaches for Combatting Arson-for-Profit Schemes A Model Curriculum and Trainer's Guide on Arsonfor-Profit Enforcement Programs

Battelle Memorial Institute The Center for Arson Prevention. Training, and Analysis 505 King St. Columbus, Ohio 43201

Contact: Vernon Wherry (614) 424-4949

Resources: Combating Arson-for-Profit: Advanced Techniques for Investigators

Federal Bureau of Investigation FBI Academy **Behavioral Science Unit** Quantico, Va. 22135

Phone: (703) 640-6131, Ext. 2639 Resources: The Firesetter: A Psychological Profile

**Federal Bureau of Investigation** FBI Academy Library Quantico, Va. 22135

Phone: (703) 640-6131, Ext. 2471 Resources: Arson (Bibliography)

Federal Bureau of Investigation Uniform Crime Reporting Section Room 6212

J. Edgar Hoover Building 10th and Pennsylvania Avenue, N.W. Washington, D.C. 20535

Phone: (202) 324-2820 Resources: Crime in the United States (Annual)

Illinois Advisory Committee on Arson Prevention P.O. Box 614 Bloomington, III, 61701

**Contact: David Hurst** (309) 662-2311

> For Sale: Burning Building-What Agents and Underwriters Should Know About Arson Illinois Tackles Runaway Arson

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Torch's Rey

Insurance Committee for Arson Control 20 North Wacker Dr. Suite 2140 Chicago, Ill. 60606.

Contact: Mr. Charles F. Stonehill, Secretary (312) 558-3800

Resources: Arson Control Directory How to Organize an Arson Task Force in Your Community Status Report 1: On Arson Reporting-Immunity Legislation (By the ICAC)

Insurance Crime Prevention Institute Public Relations 15 Franklin St. Westport, Conn. 06880

Contact: James Ryan (203) 226-6347 Resources: "Anatomy of An Arson" (16mm film) "ICPI Report" (Quarterly Newsletter) Insurance Fraud: ICPI Handbook for Insurance Personnel

International Association of Arson Investigators 97 Paquin Dr. Marlboro, Mass. 01752

Contact: Robert E. May, Executive Secretary (617) 481-5977

Resources: The Book of Selected Articles for Arson Investigators "Fire and Arson Investigator" (Quarterly Newsletter)

Law Enforcement Assistance Administration Arson Unit 633 Indiana Ave., N.W. Washington, D.C. 20531

Contact: J. Michael Sheehan (202) 724-7677

Resources: Enforcement Manual: Approaches for Combatting Arson-for-Profit Schemes

National Bureau of Standards Center for Fire Research Washington, D.C. 20234

Contact: Dr. Robert Levine (301) 921-3845 Resources: Fire Investigation Handbook (NBS Handbook 134)

National Criminal Justice Reference Service P.O. Box 6000 Rockville, Md. 20850

Contact: Publications Office or Library (301) 251-5500 Resources: Arson: A Selected Bibliog-

> raphy Arson and Arson Investi-

> > gation: Survey and Assessment Arson Burns Us All! (Brochure) Arson Burns Us All! Prevention and Investigation

Agencies Arson Prevention and Control: Program Models Arson Prevention & Control. . . A New Report in the Program Models Series We Are All Victims of Ar- Phone: (301) 447-6771

Camera-ready Art

National Fire Protection Association 470 Atlantic Ave. Boston, Mass. 02210

Contact: (617) 482-8755

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State Farm Insurance Companies **Public Relations Office Corporate Headquarters** One State Farm Plaza Bloomington, III, 61701

Contact: David Hurst (309) 662-2311 Resources: The Iceberg Crime: What Police Officers Should Know About Arson Touched Off By Human Hands The Ten-Year War on Arson (Brochure) Verdict: Guilty of Burning: What Prosecutors Should Know About Arson Your Dollars Are Burning (Brochure)

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U.S. Fire Administration Arson Resource Center Washington, D.C. 20472

Contact: Dr. Herman Weisman (202) 254-7840

Resources: Arson Resource Directory Arson Resource Exchange Bulletin

Fire in the United States: Deaths, Injuries, Dollar Loss and Incidents at the National. State and Local Levels

Report to the Congress; Arson-The Federal Role in Arson Prevention and Control

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U.S. Fire Administration National Fire Academy Learning Resource Center Route 1, Box 10A Emmitsburg, Md. 21727

