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# FBI

## Law Enforcement Bulletin



United States Department of Justice  
Federal Bureau of Investigation  
Washington, DC 20535

**William S. Sessions, Director**

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## Director's Message

Twenty years ago, a re-examination of policing began in this country. National Crime Prevention Month is an appropriate time to take stock of what law enforcement has learned in the last generation.

Perhaps the most important lesson that we have learned is the necessity for active citizen involvement in crime prevention, which is why National Crime Prevention Month was begun in October 1983. This issue of the *FBI Law Enforcement Bulletin* is devoted to crime prevention developments in recognition of this fifth anniversary. In just the last 5 years, since this month was proclaimed, America has experienced a re-emergence of citizen participation in the mosaic of activities that make up crime prevention.

This citizen participation reflects the beginnings of organized policing in this country, which was modeled on England's experience. The London Metropolitan Police, organized under Sir Robert Peel, stressed citizen cooperation as one means to reduce crime.

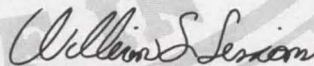
Today, Neighborhood Watch is the best known crime prevention technique that involves citizen participation. In March of this year, a National Institute of Justice Report noted that "Neighborhood Watch . . . can be a vehicle toward a number of community crime prevention goals." Neighborhood Watch, of course, was instituted in 1972 by the National Sheriff's Association, one of the contributors to this issue of the *Bul-*

*letin*, to combat the explosive rise in burglaries that this country experienced then.

Now, the major crime problem is illegal drug use in our society. This problem has a major impact on every other type of crime today, as every peace officer can testify. And law enforcement cannot meet this challenge to the very fabric of our society alone—we need citizen involvement more than ever today. And, I am pleased to note, we are getting citizen cooperation—from the President of the United States to our newest citizen—more than ever before.

There is a finite limit to law enforcement's ability to combat this drug problem. This country has to limit its demand for drugs and that can only be done, ultimately, by our people themselves, although law enforcement can help. This is why I have designated an Agent in each of the FBI's field offices to coordinate our efforts in the demand reduction program.

As my predecessor, J. Edgar Hoover, declared a half century ago, "We have no desire to be known solely as hunters of men; we would much rather be looked upon as preventers of crime." This is the real goal of law enforcement officers in our country today. And it is a goal which must be met.

  
William S. Sessions  
Director



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# ***A Commitment to Crime Prevention***

***"The thrust of NSA's crime prevention activities . . . was to create nationwide a multitude of local residential crime prevention programs."***

By

**BETSY CANTRELL**

*Crime Prevention Director  
National Sheriffs' Association  
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The Neighborhood Watch Program operates on the concept that effective crime prevention requires citizen cooperation with law enforcement. In most cases, residential crime can be reduced when individuals, instructed by law enforcement agencies, take positive steps to make their property more secure. Neighborhood security can be improved when a majority of the citizens become more vigilant and concerned about illegal activities in the community.

"Law enforcement officers cannot significantly impact crimes of opportunity, such as residential burglary and vandalism, without help from citizens," says the Executive Director of the National Sheriffs' Association (NSA). "By taking steps to protect their persons, homes, and property, watching over that of their neighbors and reporting criminal activity, citizens can help their law enforcement agencies reduce neighborhood crime. This is what Neighborhood Watch is all about."

Burglary was the original target for crime prevention activities because it accounted for nearly a third of the Index crimes in the Nation. It is a major crime which can be resisted when citizens work to make their homes less inviting to possible criminal activity, thereby reducing their vulnerability and engaging

in target hardening. Also, at that time, burglary was a rapidly increasing major crime in most areas of the country. And, while it is generally considered a crime against property, burglary has a high potential for death or injury to a victim who comes into surprise contact with a burglar.

The thrust of NSA's crime prevention activities, which date back to 1972, is citizen involvement. The purpose was to create nationwide a multitude of local residential crime prevention programs. NSA developed a work plan that could be used by sheriffs, police, and citizens in creating and maintaining Neighborhood Watch programs and designed and printed a number of materials, including brochures, manuals, decals, and security checklists.

Researchers and writers have questioned the effectiveness of Neighborhood Watch, and those who expect—but do not see—dramatic, sustained crime reduction declare the program to be outmoded and bereft of benefits. It is true that the evaluative numbers are not always positive; when citizens begin conscientiously reporting suspicious activities and crime, it appears that crime in the area has increased. In fact, it is frequently *reported* crimes which have increased, and this stage is often followed by genuine improvement.



It is hard to argue with sheriffs, police chiefs, officers, and citizens who relate the positive effects of Neighborhood Watch in their communities. For example, NSA recently sent questionnaires to a number of departments and programs which obtain crime prevention materials from NSA. Of the 322 responses tabulated, the results are encouraging. More than one-half reported programs which have been in existence for more than 4 years; 81 percent reported the program to be very effective to somewhat effective in crime reduction.

The replies covered a complete spectrum—rural, urban, suburban, and small town communities; most were reporting on programs encompassing more than 100 households with high levels of citizen participation. Seventy-five percent report having a property-marking program, and another 35 percent operate some type of neighborhood patrol. Forty-five percent operate a telephone tree for conveying information, and 35 percent conduct annual training and/or retraining for participants.

Beyond the satisfaction with crime reduction, however, lies an important story of positive change in the quality of life which accompanies a vital, involved Neighborhood Watch program. Realtors report that homeowners frequently prefer to buy a home in an area participating in Neighborhood Watch. Citizens speak of a renewal of community feeling, as they unite in common projects. Many groups proceed beyond their crime prevention activities into other types of neighborhood improvement and begin to sponsor other types of assistance to each other, as well as holiday celebrations and community gatherings.

### **Business Watch**

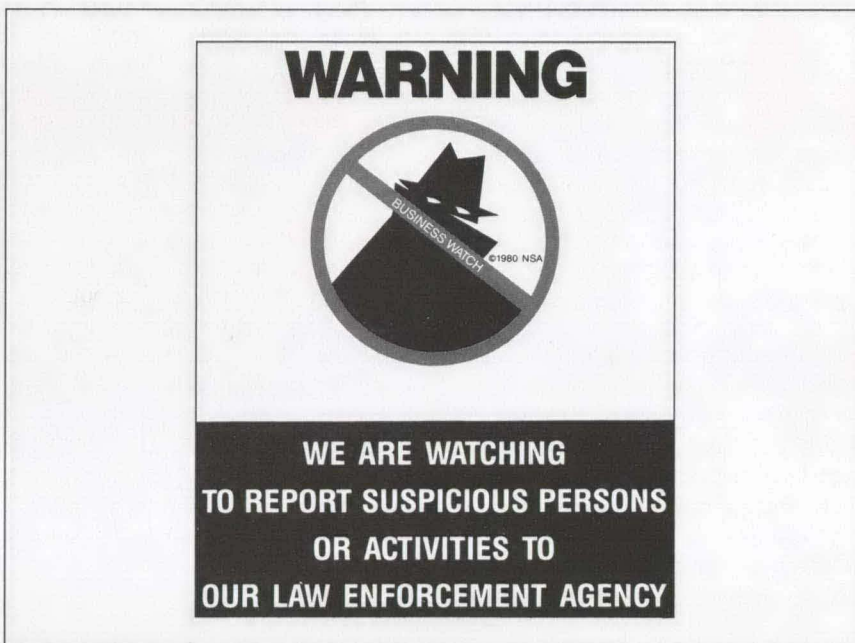
In 1987, while continuing to assist programs nationwide with information on how to begin and maintain Neighborhood Watch programs, NSA launched a Business Watch initiative. Studies have shown that nearly one-third of all small business failures are the result of losses from crime. Realizing that small businesses lack sophisticated security systems, rarely employ private security guards, and offer little, if any, crime prevention training to employees, NSA promoted a neighborhood-helping-neighbor approach to the crime problems experienced by merchants and businessmen, particularly in blocks of small shops and shopping malls.

Business Watch participants employ appropriate target hardening and are advised through security checks by law enforcement officers about making their premises less vulnerable. An officer meets with businessmen on a regular basis for programs covering such topics as burglary prevention, bad

check passing, robbery, and credit card fraud. As owners and employees become more aware of potential problems, they are advised of the steps they can take to avoid victimization. They quickly learn the value of regular communication and close cooperation with each other and with the law enforcement agency.

### **Victim Assistance**

Another area of vital concern to the association was the fact that crimes were being committed—thoughtlessly and unwittingly—against the victims of crime by the criminal justice system itself. Aware of the plight that can befall victims of crime, NSA began a partnership in 1984 with the U.S. Department of Justice's Office for Victims of Crime to make use of the results of legal research, studies, demonstration programs, and the experiences of many victims. The goal of the program was to enable sheriffs and State sheriffs' associations to change the way in which





***"Citizen volunteers working together in Neighborhood Watch groups quickly become aware of the impact and consequences of being a crime victim."***

the justice system was responding to the needs and rights of victims and witnesses.

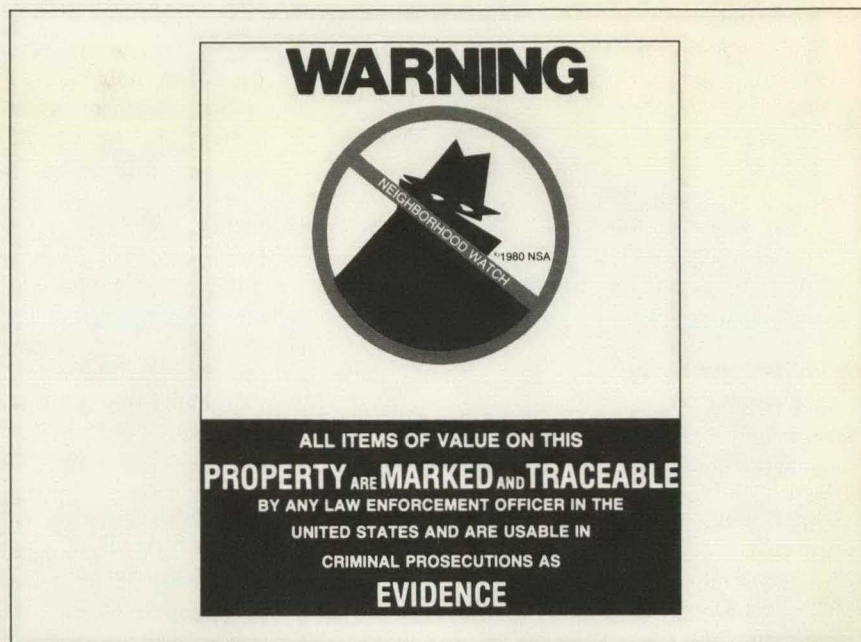
The NSA program emphasized victims' fundamental needs for protection and assistance to overcome the burdens imposed by crime. It also focused on encouraging the justice system to be responsive to victims' needs. Victims' safety and privacy were to be given priority consideration, individuals were to receive assistance in bearing the crushing costs of crime—physical, psychological, and financial, and the entire justice system was to be educated in changing its approach to victims.

A massive education project reached 90 percent of the Nation's counties, as NSA offered training in a number of regional and national workshops. The goal was to give life to and promote definite action in the delivery of justice to each person, including victims, and once more to enhance the good working relationship between citizens and law enforcement.

Hundreds of participants nationwide examined the nature and characteristics of victimization and the process of dealing with the needs of victims, returning to their States and counties to initiate victim response units. Once this process was well underway, NSA expanded the victim assistance concept and developed a Neighborhood Watch/Victim Assistance program in which citizens assist fellow citizen-victims.

**Neighborhood Watch/Victim Assistance**

Citizen volunteers working together in Neighborhood Watch groups quickly become aware of the impact and consequences of being a crime victim. NSA believed that these volunteers were a resource which could be tapped



to become involved in the process of assisting those who have become victims.

Neighborhood Watch volunteers could learn to take steps to respond to the needs and rights of victims of crime in their own areas. As NSA developed the program, emphasis was placed on the necessity of instructing these neighbor-victim advocates in the definition and meaning of crime victimization, the needs of victims, the legal rights granted to victims, the part victims play in processing a case, and the assistance that informed neighbors can provide through concern, information, advice, and support.

Law enforcement officials routinely work with members and leaders of Neighborhood Watch groups in areas of security, property marking, patrols, and other issues relating to crime prevention. They have begun to expand their

program offerings to include rape awareness, child abuse, spouse abuse, drug abuse, emergency preparedness, and a number of other topics which are relevant to the group being addressed. The time had come to blend in the needs and rights of victims.

NSA viewed this program as contributing to the following objectives:

- Enabling residents to provide basic assistance and advice to neighbors who have been victimized;
- Teaching victims where to turn for information about their cases and how to tap into community services;
- Encouraging residents to assist victims in practical ways, such as lock repair, transportation, babysitting, and accompanying them as they participate in the criminal justice system;



- Preventing future victimizations by encouraging victims and all residents (who are, of course, the secondary victims) to participate in Neighborhood Watch crime prevention activities; and
- Expanding participation in the duties of a citizen to report, identify, and testify, in other words to get involved in the criminal justice system.

### Operation Identification

As another link in the crime prevention chain, NSA opened to the public an Operation Identification (OI) registry in May 1981, combining a crime reduction technique and a law enforcement tool. It was a byproduct of a property identification system initiated in 1963 by the Monterey Park, CA, Police Department. The idea was to etch or engrave a unique number on personal property that would identify the owner of that property. Citizens' driver's license numbers were marked on auto hubcaps, bicycles, and valuable personal property at home. Decals were applied to warn would-be thieves that the property was marked and could be identified.

The success of the Monterey Park program was reported throughout the Nation by the mass media, and scores of law enforcement agencies instituted OI programs. As new programs sprang up, various numbering systems were used. Besides the driver's license number, local OI programs encouraged citizens to use their social security numbers or special numbering schemes unique to a particular locality. Many agencies began to keep registers of those people who had participated in Operation Identification by choosing an owner applied number (OAN), recording that number with their local law en-

forcement agency, and marking their valuable items.

While successful in reducing theft of marked items, these individual systems were not extremely effective in returning recovered stolen property to the rightful owners. In most cases, a law enforcement agency could not determine the identity of the owner, unless the item had been stolen and recovered in the same jurisdiction.

At that point, the National Law Enforcement Committee on Operation Identification was established, consisting of representatives of the FBI National Crime Information Center, the FBI Crime Resistance Section, the National Crime Prevention Institute, the National Conference of State Criminal Justice Planning Administrators, the U.S. Department of Justice Criminal Division, the International Association of Chiefs of Police, and the National Sheriffs' Association. The committee met extensively, researching ways in which OI could be made into an effective nationwide crime reduction program.

The determination was a logical one. Operation Identification could be an extremely valuable tool in investigating and prosecuting property thefts if a single national registry were available through which law enforcement personnel could match OI numbers with the people who owned and marked the property. In its final report, the committee recommended a national OI registry that would store and retrieve all OI numbers that had already been adopted by citizens and which would create a new series of unique numbers to expand the use of Operation Identification. As a result of this committee's work, the Executive Committee of the National Sheriffs' Association decided to establish a nationwide OI registry using the NSA computer system.

Several hundred thousand individual citizens have entered their OI number or OAN into the registry by signing an application and paying a nominal subscription fee. The subscribers receive an OI registry kit which includes a verification number, instructions on how to mark items, a scribing tool, and decals to place on residences and marked items. NSA then enters the OAN into a confidential computer file.

Any law enforcement agency in the country using the NLETS system can use a simple process to determine whether the owner of any recovered marked property is a registry subscriber. There are 700 to 800 inquiries made each day, resulting in an increasing number of hits. As the registry's effectiveness becomes more widely known, it will become an even more valuable crime prevention/crime solving tool.

### Summary

With Neighborhood Watch, Business Watch, Victim Assistance, and the OI registry, NSA's concern for crime prevention continues. A standing committee of the association keeps informed on issues of concern to law enforcement professionals and urges the establishment of future programs which will be of benefit.

As the present time, the NSA Crime Prevention Committee is examining issues relevant to the Nation's millions of senior citizens. The quality of life of older Americans, including victimization of senior citizens, will be of continuing concern. NSA is prepared to pursue appropriate avenues in offering assistance from sheriffs to the seniors in their communities. Crime prevention will continue to be a major concern of NSA and the professionals who look to NSA for leadership and assistance.

FBI





# ***The Community***

## ***A Partner In Crime Prevention***

By  
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Something has happened between the infancy of modern organized law enforcement in the early 1800's when Sir Robert Peel, the Home Secretary of England, stated, "... the police are the public and that public are the police,"<sup>1</sup> and modern times when the police attitude has been reflected in the often-repeated statement of Jack Webb's TV character, Sergeant Friday, "This is police work, just the facts, ma'am." This statement succinctly illustrates the "Keep out, citizen" attitudes of the police that was so prevalent during the middle of the 20th century. Clearly, the public was not welcomed into the police

community where "police work" was being conducted. Over 40 years ago, when I was a uniformed officer with the Washington, DC, Metropolitan Police Department, there were two ways to get into the precinct stationhouse, either by wearing a police badge or by wearing handcuffs. Fortunately, there is a renaissance of the community's responsibility in crime management, and this rebirth needs nurturing by crime prevention practitioners.

### **Changing Attitudes**

The attitude that discouraged citizen involvement in law enforcement





Mr. Sunderland

was endemic throughout the profession. It was clearly exemplified by a former Detroit, MI, police chief who stated that if the police cannot control crime, they are not doing their job.

To the benefit of the public and the police, this reclusive attitude began to erode as perceptive observers witnessed the failure of such police practices under the force of the great crime explosions of the 1960's and 1970's. Today, there is almost unanimous agreement among major law enforcement executives and practitioners that the police alone cannot manage crime. Now, those with the responsibility of maintaining public order are openly pleading for community cooperation and support.

#### **Community Sanctions as Crime Control**

As we review how our part of the world has tried to cope with criminal conduct, we can quickly conclude that the primary and major controls were the social sanctions imposed by the church, the school, the family, and the community. While the collective weight of these four forces has great cumulative effect, any one can, and has, virtually suppressed deviant criminal behavior.

Certainly, the community had primary control as early as 400 A.D. when the practice of the "Hue and Cry" was common in England — to pursue and contain the thief until the representative of the king arrived to take custody of the scoundrel.

Of late, observers both within the police community and outside it have begun to speak out on the necessity of community participation in crime reduction efforts. Jane Jacobs wrote:

"The first thing to understand is that public peace . . . of cities is not kept primarily by police . . . It is kept primarily by an intricate, almost unconscious network of voluntary controls and standards among the people . . . and enforced by the people."<sup>2</sup>

Community control is clearly observable today in certain ethnic communities where there exist high levels of neighborhood cohesiveness that have extremely low levels of tolerance for criminal activity. It is clear, and this has been observed by many police executives, that a community will have the level of crime it tolerates.

Until law enforcement practitioners use the maximum community partnership in crime management tactics, we will not see substantial declines in criminal activity.

#### **What is Crime Prevention**

Community crime prevention can mean many things to many different people. J. Edgar Hoover, while Director of the Federal Bureau of Investigation, once stated that crime prevention begins in the high chair and not in the electric chair. To others, crime prevention means the elimination of social and economic inequalities.

A definition of crime prevention, as used here, and by most present-day crime prevention practitioners, is "the anticipation, recognition, and appraisal of a crime risk and the initiation of action to reduce or eliminate the risk."<sup>3</sup> The community can be the most effective vehicle for the reduction of the kinds of crime that bother individuals the most—the "opportunistic" crimes.



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***"... there is a renaissance of the community's responsibility in crime management, and this rebirth needs nurturing by crime prevention practitioners."***

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### **Managing Community Resources**

Experienced crime prevention practitioners know they have an effective "product" for reducing opportunistic crimes. However, too often, they expect citizens to flock to assemblies structured to convey this product. Unfortunately, it does not always work that way. The product must be introduced, "sold," and serviced as would any other good product. To achieve maximum effectiveness, the crime prevention practitioner must be a salesman, an educator, and a manager of community resources.

Most practitioners, and especially law enforcement officers, do not view themselves as *salesmen*. Practitioners cannot sit in store fronts, or offices, and be effective. They must have the zeal and commitment of successful salesmen and use similar tactics.

Few practitioners view themselves as *educators*, but educators they must be. This does not mean they must be certified teachers; it means they must develop the skills, knowledge, and delivery methods to convince the audience to take crime prevention actions.

Above all, crime prevention practitioners must learn how to manage their *community resources*. Too often, practitioners view themselves as being over-committed, and they certainly will be if they attempt to do everything alone. In all communities, there are vast human resources in all age groups, all income levels, and all races, which can greatly magnify the practitioner's efforts. Practitioners must identify what needs to be done and seek community help.

AARP's Criminal Justice Services recently conducted the first national study on volunteers serving in support roles to law enforcement agencies and

clearly determined that help is out there. In fact, older or retired volunteers are performing more than 44 law enforcement tasks. In most cases, all one has to do is ask them.

### **Marketing Crime Prevention**

Managing community resources is the keystone of successful crime prevention efforts. The marketing continuum can be illustrated as awareness, comprehension, belief, and action. When instructing classes on this subject, I use an analogy of selling soap.

The audience (sometimes your superiors) must be made *aware* of this wonderful product, what it is, its theory and practice. In the case of soap, you identify it, describe it, and extoll its benefits.

Having introduced your wares, you present arguments to assure that your audience *comprehends* what it will do. In the case of soap, the salesman confidently states it will remove "the ring from around the collar"; in the case of crime prevention, it will reduce opportunistic crimes.

Now that the audience has been made aware of crime prevention and comprehends what it will do, you present successful examples to convince the audience to *believe* your claims. *Action* is most likely to occur after awareness, comprehension, and belief have been accomplished. Action takes the form of avoidance techniques, increased personal and physical security, awareness, and increased community cooperation.

### **Strategies for Program Implementation**

Strategies for implementing successful community crime prevention programs take many forms. They are too extensive for complete coverage in

this article, but fortunately, a vast body of knowledge and information sources is readily accessible.

Risk management principles<sup>4</sup> cover most, if not all, crime prevention strategies. They are:

- Risk avoidance (avoiding known areas of criminal activity or placing valuables in a safe deposit box);
- Risk reduction (reducing the level of exposure to an acceptable level, e.g., when a storekeeper reduces amount of cash on hand to cover only immediate business transactions);
- Risk spreading (applying security devices and procedures);
- Risk transfer (purchasing insurance to cover crime losses);
- Risk acceptance (when a merchant or individual determines additional crime prevention efforts are not worth the possible loss, e.g., valuable jewelry is placed in a safe at closing but inexpensive costume jewelry remains on display); and
- Risk removal (placing valuables in a safe deposit box).

Using these risk management principles, we may become more program specific. For example, when developing a residential burglary program, we can be guided by the four D's:

- Deny (place valuables in a safe deposit box);
- Deter (enhance lighting, alert neighbors);
- Delay (increased use of security hardware and other barriers); and
- Detect (Neighborhood Watch programs, barking dogs, or security alarms).





*A sheriff's volunteer of Pima County, AZ, helps fingerprint children.*

### **Establishing a Program**

Establishing a community organization as a cooperative venture with law enforcement agencies is not difficult if the community perceives a need and if the crime prevention practitioner is persuasive in convincing the participants that crime can be reduced.

There have been such astronomical increases in common street crimes in recent decades that most communities will participate once they believe they can do something about this "hopeless" problem. According to the FBI's Uniform Crime Report, there was a 337-percent increase in reported daytime residential burglary from 1960 to 1970 during a time the population increased only 13 percent.<sup>5</sup> The FBI reported another 60-percent increase from 1970 to 1975, during a period when the population grew by only 5 percent,<sup>6</sup>

and only minor reductions in crime have been recorded since then. Consequently, there still exists fertile opportunity to demonstrate substantial decreases through mobilization of community resources.

I chose burglary as an example because it is a crime of considerable magnitude, an estimated 6 million cases in a recent year.<sup>7</sup> It is a crime of stealth which the police have great difficulty controlling. And, it is a crime that can be greatly reduced by a well-organized community.

Neighborhood Watch crime control programs are wise investments of the practitioner's efforts, since they are relatively easy to establish, proven to be very effective, are not costly, and provide many additional benefits. Clearly, the resources are there waiting to be managed. In a Gallup poll conducted in March

1982,<sup>8</sup> only 17 percent of the respondents had Neighborhood Watch programs; however, of those not in such programs, 82 percent stated they would like to participate.

### **Program Objectives**

Objectives of a community crime prevention program usually are developed during the early planning sessions. Often, these objectives can be expanded after the programs have become well-established for they may address community concerns unrelated to the primary objective of crime reduction.

A universal set of objectives was developed by the Birmingham, AL, Police Department and published in an article appearing in the *FBI Law Enforcement Bulletin*.<sup>9</sup> They are:

—Reduction of crime through community involvement,



## ***"Managing community resources is the keystone of successful crime prevention efforts."***

- Reduction of fear of crime,
- Solicitation of information and ideas from the public which would increase the efficiency and effectiveness of the department,
- Involvement of the community in the police function, and
- Improvement of the department's image.

There are now many successful community models from which one can draw encouragement and extract information.

### **Program Maintenance**

Experienced crime prevention practitioners agree that program maintenance becomes increasingly more

difficult as successes occur and the original motivation disappears. As the participants' fear declines and their crime levels are reduced, once effective programs often disintegrate.

The crime prevention practitioner, who continues to manage community resources effectively, must find other community matters to replace declining crime concerns. The "Crime Watch" then becomes a continuing organization to address community projects. The National Crime Prevention Council suggests crime prevention practitioners continue to demonstrate successes and identify and explore ways to become more firmly embedded in community institutions. They should also be on the agenda of every group con-

cerned with the quality of life in the community and forge a wide range of partnerships and appeal to diverse audiences.<sup>10</sup>

To help maintain programs in the community, crime prevention practitioners should subscribe to the following:

- 1) The goals and purposes of your group should be understood and generally accepted by its members.
- 2) Your crime prevention group should experience periodic successes with its projects and activities.
- 3) Group members should derive a sense of satisfaction from belonging to the group.

Since 1979, AARP has provided complimentary sets of camera-ready crime prevention cartoons such as Thelma Thwartum and Crime Prevention: It's No Laughing Matter.

### **THELMA THWARTUM — By Alex**



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### **THELMA THWARTUM — By Alex**

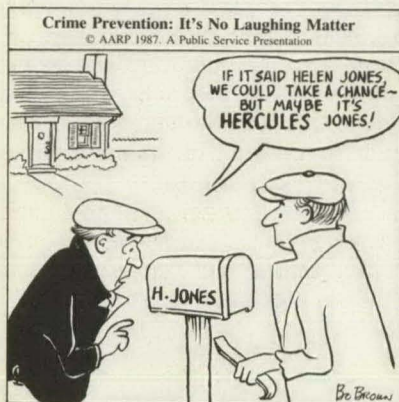


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### **THELMA THWARTUM — By Alex**



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Some people use only first initials with their surnames for telephone book, mailbox and other listings. This can provide women a special measure of security.



- 4) Group members should represent a cross section of community residents whose support will be required.
- 5) Your group's size should be determined by the size of the job to be accomplished.
- 6) Group leaders should represent the needs of the members, as well as the interests of the community.
- 7) Your group should be flexible and adaptable to changing conditions.
- 8) Good communication is a must.
- 9) Adequate funds, supplies, and equipment are essential to the successful operation of a crime prevention group.
- 10) Comfortable meeting places and appropriate social amenities for your group increase its chances for success.<sup>11</sup>

### Program Barriers

In every worthwhile effort, there are barriers to maximum effectiveness. Every practitioner has experienced apathy, lack of interest, misinformation, and obstructionists, but these can be overcome or circumvented as experience is gained.

During my 16 years as a crime prevention practitioner, the two most serious barriers have come from what can be the most supportive persons in the community, those who have been trained to search for the "roots" of the problem and to effectuate efficacious remedies. Often, physicians, scientists, teachers, and persons with like training fall into this group. The Utopian search for the "roots" of crime and the perfection of a rehabilitation model are seri-

ous barriers that must be confronted.

Our efforts are often labeled "band-aid" approaches, with the charge that they do not cure or correct but merely divert. The facts are that at our present stage of evolution, we do not know what causes crime or how to rehabilitate a criminal. Of the thousands of crime causation theories developed over centuries, none yet has stood the test of close scrutiny. Rehabilitation comes from within the criminal. Thus far, we have not learned how to impose it. Arm yourself with knowledge to overcome these barriers.

### Program Institutionalization

Some community programs become so imbedded in the fabric of the community that they prosper, notwithstanding changes in the law enforcement agency or jurisdiction.

Almost 15 years ago, I made my first visit to inspect the community organizations within the sheriff's department of Maricopa County, AZ. These highly organized, self-equipped, well-trained uniformed "posses" performed many essential functions for the sheriff in both rural and metropolitan settings. Recently, I revisited the community posses of both the Pima County, AZ, and Maricopa County, AZ, Sheriffs' Departments. They are just as strong and organized as ever and persist in vigorous supportive activities, even though there have been changes in the office of the sheriff, as well as changes in local conditions.<sup>12</sup>

The many posses of the Maricopa County Sheriff's Department provide invaluable support services, volunteer hundreds of thousands of hours of experience, vastly expand the department's capability, present a highly

favorable community image, and serve as a model of the ultimate in community cooperation. There are thousands of similar, albeit smaller, examples of what can be done.

These community groups, and others throughout the country, have become permanent adjuncts to their law enforcement agencies. This should be the long-term goal and legacy of every crime prevention practitioner.

### Just the Beginning

There is overwhelming support for crime reduction programs in most communities. The practitioner-manager must develop the persuasiveness and skills to cultivate this fertile ground.

We can begin to return our streets and parks back to their rightful owners, the peaceful noncriminal population. We must begin to change the *acceptance* of crime by those who have never known a relatively crime-free country.

During my early school years, I attended three public schools in the poor sections of Baltimore, MD, over a period of 12 years. In all that time, there was never a shooting or knifing of a student among the thousands of my contemporaries. And assaulting a teacher would mean immediate, unequivocal, uncontested expulsion, while everyone dusted their hands and proclaimed it was good riddance to bad rubbish. Purse snatchers and strong-arm robberies were matters to be read about in crime novels. Crime is not inevitable; it is tolerated.

A few years ago, the Ad Council conducted a national survey which revealed most people believed that:

- Crime is inevitable,
- Nothing can be done,
- Crime is a police problem, and
- Crime is not their problem.



# Crime Stoppers

These are all myths that serve as serious barriers to effective community crime management programs. Crime prevention practitioners must work to overturn these myths and mount effective arguments to bring individuals and communities back as important parts of the array of law enforcement options available for crime reduction.

Virtually every law enforcement organization now encourages community support — The Federal Bureau of Investigation, The National Sheriffs' Association, The International Association of Chiefs of Police, The International Society of Crime Prevention Practitioners, The Police Executive Research Forum, The National Institute of Justice, The U.S. Department of Justice, The National Crime Prevention Council, and many others. In such prestigious company, can you do anything but go out and manage your community resources?

FBI

## Footnotes

<sup>1</sup>*Crime Prevention: Whose Duty? Whose Responsibility?* Lee Pearson, MONOGRAPH, Criminal Justice Services Section, AARP, 1984.

<sup>2</sup>Jane Jacobs, *The Death and Life of Great American Cities* (New York: Vintage Books), 1961.

<sup>3</sup>The crime prevention definition published by the National Crime Prevention Institute, University of Louisville, KY, 1971.

<sup>4</sup>*Understanding Crime Prevention*, National Crime Prevention Institute Press, 1978.

<sup>5</sup>*Uniform Crime Reports*, Federal Bureau of Investigation, Washington, DC, 1970.

<sup>6</sup>*Uniform Crime Reports*, Federal Bureau of Investigation, Washington, DC, 1975.

<sup>7</sup>*Sourcebook of Criminal Justice Statistics*, Bureau of Justice Statistics, U.S. Department of Justice, Washington, DC, 1986.

<sup>8</sup>Gallup Poll, March 11, 1982.

<sup>9</sup>John G. Rye, "Neighborhood Involvement," *FBI Law Enforcement Bulletin*, vol. 49, No. 2, February 1980.

<sup>10</sup>*The Success of Community Crime Prevention*, National Crime Prevention Council, 1987.

<sup>11</sup>*Revitalizing Your Crime Prevention Group*, Howard Phillips, MONOGRAPH, Criminal Justice Services, AARP, 1986.

<sup>12</sup>Doug McEachern, "The Posses of the County: In Hot Pursuit of a Safe Valley," *Phoenix Magazine*, November 1980.

Eleven years ago, Greg MacAleese, then a detective with the Albuquerque, NM, Police Department, developed a program specifically to handle "dead end" cases, cases that were unlikely to be solved through "traditional" criminal investigation or by devoting a "reasonable" amount of law enforcement resources. Thus was the beginning of Crime Stoppers, a highly standardized program believed to be one of the best local criminal intelligence networks in the free world.

Crime Stoppers is a cooperative effort between the police, the media, and the public. The program combines the use of rewards, a promise of anonymity to informants, and mass media exposure which gives Crime Stoppers a high profile in the community. Funding for most programs is provided by private contributions.

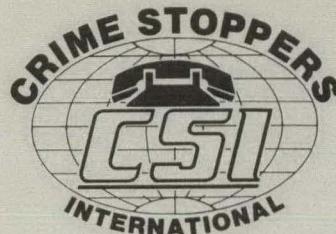
Crime Stoppers was intended to stimulate citizen participation in the fight against crime, both in the private and public sectors. In addition to a regular commitment from media companies, the program has been able to generate citizen involvement as callers, contributors, and active members of the board of directors. Crime Stoppers can quickly and dramatically increase people's awareness of this opportunity for citizen participation in anticrime activities.

The individual programs can report a number of impressive statistics. Since September 1976, over 36,000 defend-

ants have been tried on various felony crimes. Throughout the United States and Canada, over 34,000 of these persons have been convicted, representing a 97-percent success rate. With 500 of the 750 programs reporting to Crime Stoppers International, 165,483 felony cases have been solved and over \$1 billion in property and narcotics have been recovered. For every case cleared, Crime Stoppers recovers \$5,536 in stolen property and narcotics. Internationally, a felony case is solved for every \$77.38 spent in caller reward money.

The goals and objectives of the Crime Stoppers network are to counteract criminal activity by effectively involving law enforcement and the community in a cooperative effort, to create new Crime Stoppers programs throughout the free world, to improve the operation of existing programs, to successfully involve millions of citizens in a coordinated effort against crime, and to increase membership in Crime Stoppers International. There is no doubt that in its 11-year history, this combined citizen-police-media operation has had a significant impact on the criminal community.

For more information about Crime Stoppers, call (505) 294-2300 Monday, Wednesday, or Friday between 9:00 a.m. and 3:00 p.m. or write to Crime Stoppers International, 3736 Eubank NE, B-4, Albuquerque, NM 87111.





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# ***Crime Prevention Pays***

***"The National Crime Prevention Council serves as the national focal point for putting crime prevention know-how to work in communities around the country."***



By  
**JEAN F. O'NEIL**  
Managing Editor  
and  
Director of Policy Analysis  
National Crime Prevention Council  
Washington, DC



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***"... the crime prevention message must include two calls — watch out (for self and family) and help out (to sustain and restore the community)."***

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One of the smartest investments a local law enforcement agency can make is to help its community establish and sustain citizen-based crime prevention efforts. The job of law enforcement is to prevent crime, but it must be a task shared with community members.

The success of community-oriented policing has been recognized in such innovative programs as COPE in Baltimore County, MD, and Problem-Oriented Policing in Newport News, VA.<sup>1</sup> Intensive studies in Houston, TX, and Newark, NJ,<sup>2</sup> conducted by the Police Foundation, provide documentation to support the idea that reducing fear of crime substantially enhances quality of life.

Researchers are affirming that strong, healthy communities with actively involved citizens are a key to preventing crime. Paul Lavrakas of Northwestern University points out:

"What seems most clearly needed to prevent most instances of crime and other antisocial incidents in neighborhoods is a caring and vigilant citizenry . . . the criminal justice system . . . must teach the public that crime prevention is primarily the *public's* responsibility."<sup>3</sup>

Crime prevention offers significant benefits for police and sheriff's departments. It reduces some types of crimes, increases the reporting of crime, reduces fear of crime (and the resulting isolation which breeds more crime), and establishes a positive relationship between citizens and law enforcement, both in terms of results achieved and media attention.

A progressive crime prevention program helps citizens build from protecting self, home, and neighborhood toward dealing with more deep-seated

causes of crime. It also creates new opportunities for law enforcement to work in partnership with community and business leaders. And, preventing crime through a community-based program can make the most of increasingly scarce local resources by building partnerships.

Local programs can draw on a highly effective national public education campaign at little or no cost. Both the media and citizens are attracted by and take action because of McGruff's high-quality messages backed with substantive action assistance.

#### **The National Crime Prevention Council**

The National Crime Prevention Council (NCPC) serves as the national focal point for putting crime prevention know-how to work in communities around the country. It manages day-to-day operations of the McGruff "Take A Bite Out Of Crime" public education campaign, develops a wide range of materials to support the actions urged in the ads, and provides information and technical assistance to local and State-level efforts. In addition, the council offers training opportunities which focus on crime prevention's pivotal role in making communities safer and operates demonstration programs as laboratories for learning effective new techniques and programs.

NCPC's mission is to enable people to prevent crime and build safer, more-caring communities. Crime prevention includes but goes beyond target hardening. It rejects the home fortress in favor of the vibrant neighborhood where people care about one another.

Why go beyond personal and family security? Crime has two victims. One

is the person directly injured or abused. The other — harder to quantify but no less important — is the community. Criminal activity — and fear of crime — can lock citizens behind their doors, increasingly isolate them, and breed more crime. To counter these victimizations, the crime prevention message must include two calls — watch out (for self and family) and help out (to sustain and restore the community).

Crime prevention works only if it is grounded in the local community and reflects its problems and realities. NCPC and the McGruff campaign plant the seeds of action. Their growth depends on State crime prevention programs and associations, concerned national groups and their affiliates, local citizen leaders, and law enforcement officials everywhere. The harvested crop is impressive. For example, an estimated 19 million Americans are active in Neighborhood Watch, and thousands of citizens volunteer their homes as McGruff Houses, places children in trouble can go to get a responsible adult to call for help. There are communities that can document 20-percent, 30-percent, even 50-percent reductions in burglary, vandalism, and other crimes.

Other positive factors abound. More than 50,000 McGruff Drug Prevention and Child Protection curricula are reaching children in elementary schools across the country — before they get into trouble and before they are confronted with the choice of whether to use drugs. More than 45,000 teens in over 300 high schools in 19 cities have learned how crime affects them and their community, how to prevent victimization, and have helped community and school become safer and better through teen-led action projects in the Teens, Crime and the Community



Program. These are just a few of the fruits of the harvest.

The National Citizens Crime Prevention Campaign is backed by the 118-organization Crime Prevention Coalition, which includes national, Federal, and State agencies and associations with a special interest in preventing crime. McGruff, the Crime Dog, is the symbol; he works through mass media public education to call every citizen to action against crime and in favor of stronger communities. NCPC builds upon that awareness by providing tools which States and communities can use to develop programs

to meet their specific needs.

The FBI was 1 of 19 organizations which founded the coalition in February 1980; its then Director, Clarence M. Kelley, had been instrumental in formulating the concept which led to a public education campaign and the coalition's formation. Figure 1 shows how, with public service ads as its centerpiece, NCPC's actions support and reinforce McGruff's crime prevention messages and strengthen citizens' abilities to act.

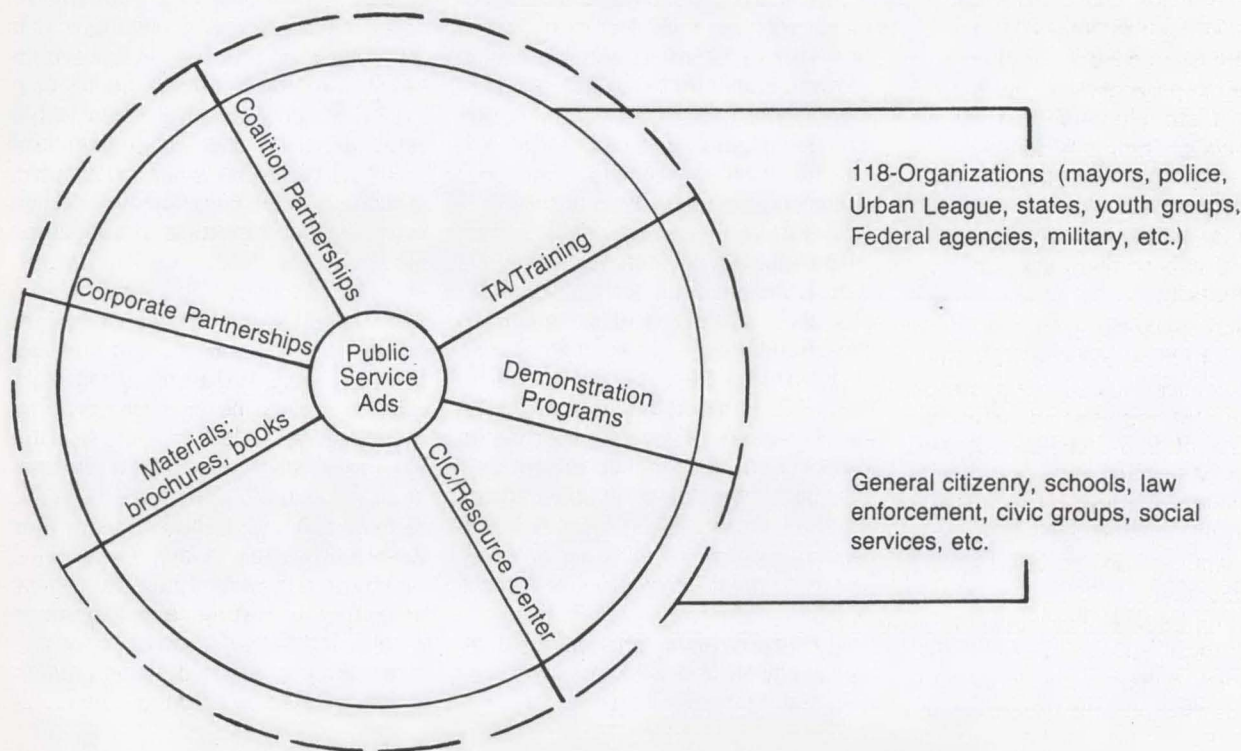
McGruff's television, radio, and print ads debuted in 1980; they have consistently been among the most suc-

cessful to be conducted by the Advertising Council, Inc. Every tax dollar spent on a McGruff public service campaign yields as much as \$100 worth of airtime and print space donated by the media, including television, outdoor advertising, magazines, newspapers, and transit ads. In the past 8 years, ad subjects have ranged from home security to child protection, from drug abuse prevention to Neighborhood Watch.

The services of the campaign's volunteer ad agency and the expertise of the Advertising Council, Inc., are donated. The Bureau of Justice Assistance, Office of Justice Programs,

Figure 1

How the McGruff Public Service Message and Call to Action Are Supported





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***"The job of law enforcement is to prevent crime, but it must be a task shared with community members."***

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provides bedrock funding for the campaign, including producing and distributing ads and developing and disseminating followup information for the public. That translates into thousands of people all over the country deciding that they can and should move to stop crime and make their neighborhoods and communities safer — at little or no cost to the Federal Government.

Presenting a public service advertisement with a call to action makes sense only if the audience can take action. To follow up on its advertising success, NCPC has developed materials which enable local groups to act, devised training which empowers practitioners and citizens to make the most of their partnerships, developed the world's largest crime prevention programs data base and library, and created and sustained a network for communicating what's current and timely in crime prevention.

Materials from NCPC include a variety of formats depending on the audience, purpose, and objectives. Subjects range from child protection to safety for senior citizens, from community organization against crime to business action to prevent loss from crime.

There is a wide-range of materials available to promote crime prevention efforts. Crime prevention kits are packed with camera-ready masters which are easy to localize with an agency's name, address, and telephone number, as well as program guides and special focus papers. "Had we ordered your kit sooner, we would have saved a lot of time and money," commented one urban program director.

While books cannot substitute for free-ranging discussion and structured training, they play a vital role in enabling programs to benefit from infor-

mation, skills, and research in a permanently referenced way. Books due out soon include one on local crime prevention planning.

Other items include posters which reflect McGruff's gentle humor and present positive prevention messages in bright colors. Topics are brief, relevant papers on issues ranging from documenting "The Success of Crime Prevention" to explaining current ideas on "Revitalizing Neighborhood Watch." And the "CATALYST," the newsletter published 10 times a year, highlights innovative programs, crime prevention action around the Nation, and new developments and is currently available free of charge, upon request.

In addition to developing hands-on program materials and books which relate key program structure and skills, NCPC offers to law enforcement and citizen leaders workshops which examine planning and managing crime prevention, gathering and analyzing relevant data, and developing crime prevention programs for youth. These are formatted as intensive adult-oriented learning experiences. Crime prevention practitioners serve as trainers and take part in course development. These approaches help insure that the training provided is as responsive as possible to the needs and interests of those in the field.

The Crime Prevention Coalition forms the core of our national campaign's outreach network. The FBI, a founding member of this group, has been a strong supporter of efforts to educate all Americans on how they can prevent crime. It is joined by such groups as the International Association of Chiefs of Police, Urban League, Boys Clubs of America, National Sheriffs' Association, Police Athletic League, and the National PTA.

State associations and programs in the coalition take the lead in localizing McGruff's ads and working with local law enforcement to encourage the media to use those ads. They provide their own in-State training and networks for community groups and crime prevention practitioners. They develop original materials and customize national materials to meet local needs.

Drawing from and helping to nourish this network of activists in crime prevention are NCPC's key information services to local crime prevention programs — the Computerized Information Center (CIC), the Nation's largest collection of crime prevention programs. CIC links practitioners looking to solve a problem or start a program with colleagues who can be of direct assistance. The resource center draws on over 1,500 publications and hundreds of samples of program-related materials to meet practitioner needs.

NCPC has reached out to develop partnerships both within and outside the law enforcement community. Major corporations are challenged to educate their employees on how to be safe both at work and at home and to engage their corporate talents to join as shirt-sleeve partners, not as remote resources, in supporting communities. The four-city Youth as Resources Initiative, funded privately, has showed how to develop the talents and skills of our Nation's teenagers as a rich new civic asset.

In his most recent ads, McGruff urges youngsters ages 6 to 12 to remember that "Users are Losers and Winners Don't Use Drugs." He uses his remarkable popularity with this age group (research shows that 99 percent know him; 97 percent of them would try to do as he tells them) to urge them to



remain drug-free as they approach critical decision years. This topic was selected because of the proven links between crime and drugs, and thus between crime prevention and drug abuse prevention.

McGruff's call to action is backed up by a kit developed with the strong support of a major corporation. It contains an audio cassette, a video cassette of "The No Show" (a 23-minute McGruff rock video), a range of games and puzzles for a variety of children's ages, and a McGruff computer game.

A modest Federal investment (in producing "The No Show") was leveraged into over a million dollars worth of corporate outlays when a private company underwrote mailing a copy of the Drug Abuse Prevention Kit to every superintendent in the country of a public school system with more than 1,000 elementary grade students.

Again, NCPC emphasis on quality was rewarded. "Thanks so much for the Drug Abuse Prevention School Kit. I take it everywhere I go with McGruff, and it's always an instant winner. I show people lots of things, but always win their hearts with McGruff material," reported the president of the National Federation of Parents for Drug-Free Youth.

A cooperative effort spearheaded by the Bureau of Justice Assistance and the FBI resulted in over 50,000 pieces of McGruff's crime prevention education information being distributed by the Bureau to visitors to its highly popular tour in Washington, DC. In addition to the literature, a special 5-minute video highlighted McGruff's "Winners Don't Use Drugs" message for those awaiting tours.

The benefits of starting a crime prevention program include drawing upon such partnerships. More importantly, however, they are a superb op-



portunity to bring together children, teens, and adults to prevent crime and develop more caring communities for the betterment of us all. NCPC can provide the tools; communities must provide the creativity, commitment, energy, and desire to "Take A Bite Out of Crime."

FBI

#### Footnotes

<sup>1</sup>Philip B. Taft, Jr., *Fighting Fear: The Baltimore COPE Project* (Washington, DC: Police Executive Research Forum, 1986); John Eck and William Spelman, *Problem Solving: Problem Oriented Policing in Newport News* (Washington, DC: Police Executive Research Forum, 1986).

<sup>2</sup>Anthony Pate, et al., *Reducing Fear of Crime in Houston and Newark*, a summary report, Police Foundation, 1986.

<sup>3</sup>Paul Lavrakas, "Citizen Self Help and Neighborhood Crime Prevention," *American Violence and Public Policy*, ed. Lyn Curtis (New Haven, CT: Yale University Press, 1985), p. 87.



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# **An Ounce of Prevention**

## **A New Role For Law Enforcement**

***"[Crime Prevention Through Environmental Design] concepts integrate natural approaches to crime prevention into building design and neighborhood planning. . . ."***

By

**TIMOTHY D. CROWE**

*Director*

*National Crime Prevention Institute*

*University of Louisville*

*Louisville, KY*

The well-worn cliché coined by Benjamin Franklin, "An ounce of prevention is worth a pound of cure," seems an appropriate way of introducing a new role for law enforcement agencies in supporting the public and private activities of communities. Law enforcement agencies are the only major community and governmental service not included in the review and approval process of planning, zoning, traffic, and environmental design decisions.

Why is it that a law enforcement officer who is visiting another city can automatically pick out the problem neighborhoods and business areas? The answer is simple—they learn to associate certain environmental conditions with social, economic, and crime problems. The same may be said for nonlaw enforcement visitors. "If it looks bad, it must be bad"! Everyone knows this!

The degree of attractiveness of any location says a lot about its owners and the type of people who frequent the place. Conversely, it may say a lot about mistakes that are made by public agencies and private developers which

end up making victims (and sometimes hostages) out of the residents. Whatever the interpretation, the atmosphere of any area gives off environmental cues that tell individuals whether they are safe.

There is a resurgence of interest in the concept referred to as "Crime Prevention Through Environmental Design" (CPTED). The State of Florida has gone so far as to pass a law entitled the Safe Neighborhoods Act, which provides legal authority and funding for the implementation of CPTED concepts. These CPTED concepts integrate natural approaches to crime prevention into building design and neighborhood planning, instead of responding to crime problems after they materialize.

But, what has this got to do with law enforcement? What right has law enforcement to be involved in planning, zoning, and architectural design decisions? Isn't it true that law enforcement agencies are already overburdened with calls-for-service and investigations to take on another function? Isn't this really someone else's job? Couldn't law





Mr. Crowe

enforcement get sued for suggesting a change that does not work?

There are a number of compelling reasons for law enforcement to be involved in CPTED:

- 1) CPTED concepts have been proven to enhance community activities while reducing crime problems.
- 2) CPTED concepts are fundamental to traditional law enforcement values, in terms of helping the community to function properly.
- 3) CPTED requires the unique information sources and inherent knowledge of the community that is endemic to the law enforcement profession.
- 4) CPTED problems and issues bear a direct relationship to repeat calls-for-service and crime-producing situations.
- 5) CPTED methods and techniques can directly improve property values, business profitability, and industrial productivity, thereby enhancing local tax bases.

The nearly proverbial expression, "Pay me now, or pay me later," suggests that the early involvement of a knowledgeable law enforcement agency in the conceptualization and planning of community projects can lead to "improvements in the quality of life, and reductions in the fear and incidence of crime."

What needs to be done? Answer: Law enforcement agencies, regardless of size, must be involved formally in the review and approval process of community and business projects. Moreover, this involvement must be active and creative, rather than passive and

reactive. Any fear of litigation is as groundless as most, since the role of law enforcement in CPTED is to provide additional information and concerns that may have not occurred to the persons who are responsible (and qualified) for making changes to the environment.

### CPTED Definitions and Problems

The CPTED definition used by the National Crime Prevention Institute (NCPI) is that "the proper DESIGN and effective USE of the built environment can lead to a reduction in the fear and incidence of crime, and an improvement in the quality of life." This definition seems to be a "mouthful" until one understands that the definition of CPTED says, basically, that the better we manage our human and physical resources, the greater our profit and lower our losses. In a residential neighborhood, profit translates to the protection of property values and improved quality of life. In a business neighborhood, profit translates to the "bottom-line," to economic growth, and to attractiveness (as well as taxes). And, in both situations, the byproduct is crime prevention.

One big problem with all this is that the public and some law enforcement administrators assume that the role of the police is limited to "trail them, nail them, and jail them"! Public administrators sometimes find it expedient to limit each local government agency to its most visible task, thereby reducing interagency conflict and avoiding consolidated or collective actions which may be hard to control. But, can crime and crime prevention be "cubby-holed" in the law enforcement function? Do we perpetuate the practice of closing the barn door after the horse gets out? Or,



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***“...early involvement of...law enforcement...in the conceptualization and planning of community projects can lead to ‘improvements in the quality of life, and reductions in the fear and incidence of crime.’”***

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do we acknowledge the necessity for integrated program planning and support?

A common misconception shared by the public, the media, and elected officials is that “reactive” law enforcement approaches are working. However, the facts do not support this notion. Consider the following:

- Only 21 percent of the nearly 12 million serious crimes reported to the police in 1986 were SOLVED (FBI Uniform Crime Reports).
- Only 35 percent of all criminal victimizations were reported to the police, which means that the actual overall solution rate was 5-7 percent (National Crime Surveys, U.S. Dept. of Justice).
- Estimates of the undetected or unacknowledged losses to American business (and thereby to the consumer) vary from a low of \$25 billion annually to a high of \$625 billion (Hallcrest Report on Private Security in the U.S.).
- 15 percent of the cost of consumer goods is due to employee theft and shoplifting (U.S. Chamber of Commerce).

These figures are only the “tip of the iceberg” regarding the true extent of crime, fraud, cheating, and dishonesty in the United States. Clearly, it must be concluded that purely reactive law enforcement responses are inappropriate. It also suggests that something more fundamental than public education and “gadget”-oriented crime prevention programs must be undertaken.

A number of environmental issues have surfaced over the past 40 years which lead to the conclusion that CPTED may be one of the more im-

portant (but not exclusive) crime prevention initiatives for the next 2 decades. Perhaps the most basic of these issues is the discovery that so many of the environmental factors that we take for granted have something to do with crime. Moreover, it has been observed that many community and government functions seem to exist or co-exist in a mutually exclusive manner, while seeming to cooperate. For instance, urban planners and traffic engineers are involved in approving new commercial construction projects. But, it has been found that many of their standards and requirements have gone unchallenged. Sometimes they agree on the same standard, but for different reasons.

After many years of attempting to relate, it has become commonplace for planners, transportation engineers, developers, public housing officials, and code enforcement authorities to seem to coordinate and cooperate through “subtle conflict,” that is, instead of openly fighting, they establish territories and stick to them, keeping their noses out of each other’s bailiwicks! Consequently, many fundamental errors slip through which result in failed business areas and declining neighborhoods that stand as a permanent legacy to the “failure to communicate.”

Following are some environmental problems and issues that are a small sample of areas in which a CPTED effort may help:

- One-way street systems* have been found to improve traffic flow, but create “dead zones” for business, with resulting crime or fear of crime that deters development efforts.
- Through traffic in neighborhoods* has been found to be detrimental

to residential housing values, stability, and crime rates.

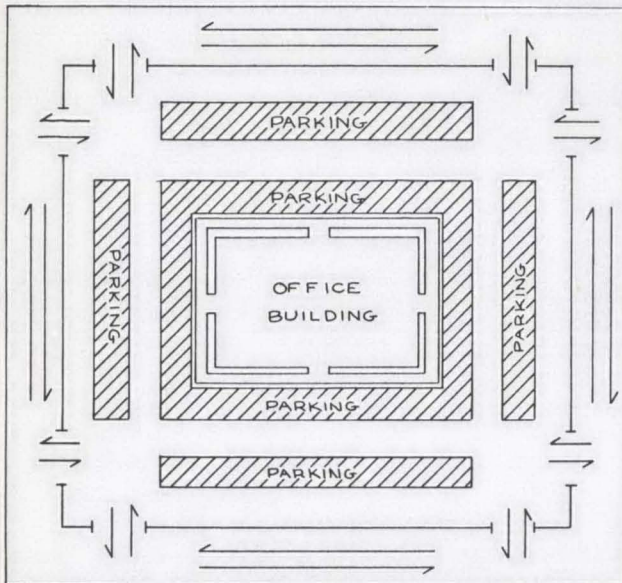
- Downtown projects* continue to fail by making fundamental errors that reduce natural surveillance and natural access control, resulting in the loss of desired users and the domination of the unwanted.
  - Fortress effects* produced by designers of convention centers, hotels, banks, senior citizen housing, and parking lot structures destroy the surrounding land uses and create a “no man’s land.”
  - Bleed-off parking* enhances conflict between commercial and residential land uses and both lose.
  - Store design and management* actually reduces business and increases victimization of employees and customers.
  - Mall and major event facility parking*, access control, and layout produce traffic congestion and magnets for undesirable activity.
  - School and institutional designs* create unsurveillable and disfunctional areas resulting in increased behavioral and crime problems and overall impediments to successful operations (e.g., achievement in schools).
  - Public housing and “affordable” housing* projects serve as magnets for transients, as opposed to local poor, with further deteriorating effects on existing neighborhoods.
- Nearly every environmental situation or location is amenable to the application of CPTED concepts. And, believe it or not, the law enforcement



## OFFICE BUILDING SITE PLAN AND PARKING

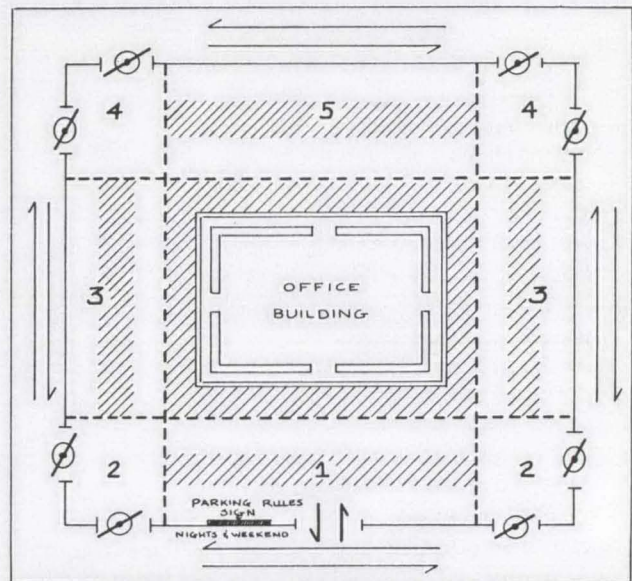
### POOR DESIGN

- A. Parking is undifferentiated by time of day and day of week.
- B. Through access and night-time use are poorly defined and unclear.
- C. Cars parked anywhere are not subject to scrutiny by security, law enforcement officials or building management.



### GOOD DESIGN

- A. Parking is zoned and clearly identified by allowable spatial and temporal uses.
- B. Improper parking is more subject to notice and scrutiny by local law enforcement officials or security officers.
- C. Zones may be closed depending upon need.



agency can assist in asking the right questions and supplying the right information to help the community to make more-informed decisions.

### Solutions

Someone has to challenge, albeit politely, the unidimensional decisions that are made often by individuals with the responsibility to develop, manage, and control our environment. Someone also has to challenge the foundation for

many of these decisions. After all, it is common for other disciplines to practice as many "time-honored traditions" as does the law enforcement profession.

A simple example of this occurred several years ago in an upper Midwest community. The police department had been incurring excessive overtime costs for a number of years as a result of the popularity of jogging and bicycle events. Event planners planned the routes and activities and then relied on the police to secure the routes. No one

questioned the basic routing until a police sergeant who was trained in CPTED asked the big question, "Why are you racing on this street pattern?"

The sergeant who asked this question had a personal motivation. He wanted to run in the planned event, but he could not because the chief of police had assigned him to extra duty to supervise a team of officers assigned to the race. Guess what the response was to the question? Naturally, one might



***"A number of environmental issues have surfaced. . .which lead to the conclusion the CPTED may be one of the more important. . .crime prevention initiatives for the next 2 decades."***

expect a sophisticated response that would suggest that the police mind their own business. However, the response was, "It seems to be a good idea!"

After the initial shock of realizing that the police had been "holding the bag" for a number of years, the sergeant helped the event planners to select a route that reduced police personnel requirements by 50 percent. And, the race was still a success!

What does a law enforcement agency have to do to conduct CPTED reviews without embarrassing itself? Moreover, how does the agency go about getting anyone to listen or even allow the agency to get involved in the first place?

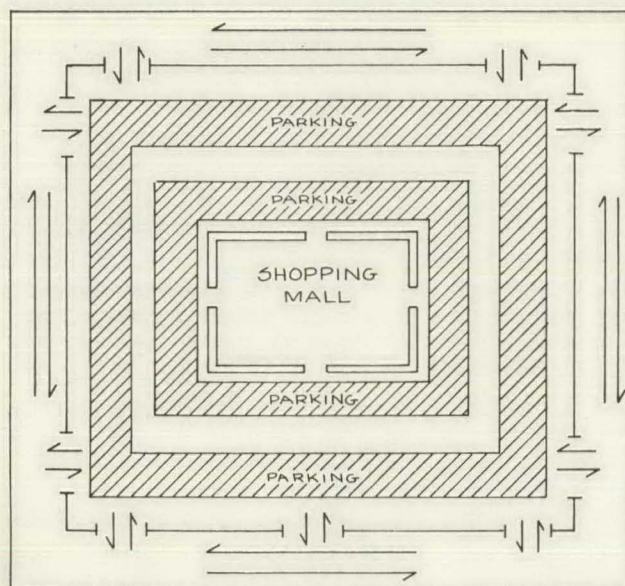
First, the head of the agency needs to make the commitment. Second, someone has to study the CPTED concept. It is much easier than it appears,

and there are some excellent training and orientation programs. Third, the agency head has to sell the concept and request formal involvement in the local review and approval process. This is the tricky part! It is easy to sell if it appears that it will help the other agencies or developers meet their own objectives. It is hard to sell if it appears that the "tail is wagging the dog," at least from their viewpoint. No one will

## SHOPPING MALL

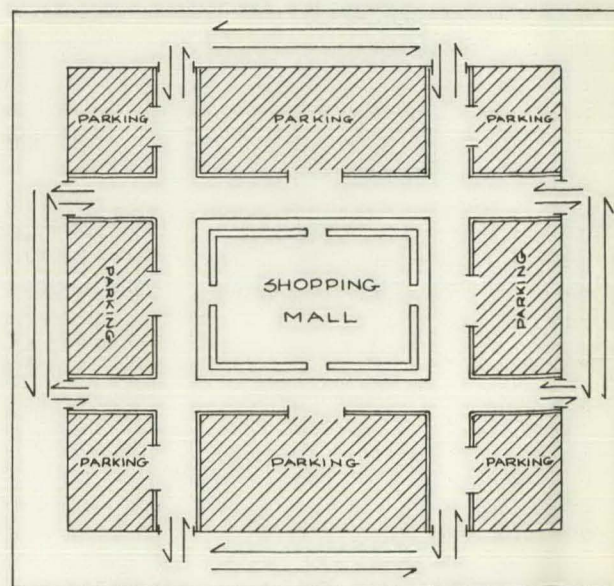
### POOR DESIGN

- A. Parking is 360 and undifferentiated.
- B. Safety hazards persist because of uncontrolled access to all lanes.
- C. Undesirable night-time activities occur.
- D. Transition from public to private space is undefined.



### GOOD DESIGN

- A. Parking is enclaved in relation to business entrances.
- B. Lateral access by vehicles is severely restricted.
- C. Aesthetic design opportunities are enhanced to screen ugly parking lots.
- D. Extreme transitional definition exists, thereby reducing escape opportunities.
- E. Parking areas may be closed with barricades by time of day.





listen if you are merely selling another "target hardening"-type of crime prevention activity, FOR CRIME PREVENTION PURPOSES, SOLELY!

The law enforcement administrator must adopt the attitude and priority system reflected in basic CPTED questions. What are you trying to accomplish in this space or project? How may we help you do it better? The law enforcement agency is not in the business of telling other professions how to do their job. The role of law enforcement in CPTED is to ask questions, share ideas, and provide information that would otherwise be unavailable to the builders, designers, and planners.

Law enforcement agencies are in a unique position to collect, collate, and analyze the following types of information for use in conducting CPTED reviews:

- Crime analysis — A study of events and methods,
- Demographics—A description of the inhabitants and users of environmental locations,
- Land use — The actual approved and planned uses of space that is available through maps and guidelines maintained by city/county planning departments,
- Observations — How the land or space is used presently and how the users react to physical design and use, and
- User interviews — What the present users and/or residents think about an area; in some cases this portion of a review needs additional input from nonresident users (e.g., downtown shopping districts).

A CPTED assessment uses the aforementioned information to provide answers to the following questions:

#### *Designation*

- What is the designated purpose of this space?
- For what was it originally intended to be used?
- How well does the space support its current use? Its intended use?
- Is there conflict?

#### *Definition*

- How is the space defined?
- Is it clear who owns it?
- Where are its borders?
- Are there social or cultural definitions that affect how the space is used?
- Are the legal or administrative rules clearly set out and reinforced in policy?
- Are there signs?
- Is there conflict or confusion between the designated purpose and definition?

#### *Design*

- How well does the physical design support the intended function?
- How well does the physical design support the definition of the desired or accepted behaviors?
- Does the physical design conflict with or impede the productive use of the space or the proper functioning of the intended human activity?
- Is there confusion or conflict in the manner in which the physical design is intended to control behavior?

A variety of general strategies and concepts may be applied to problem situations.

These include:

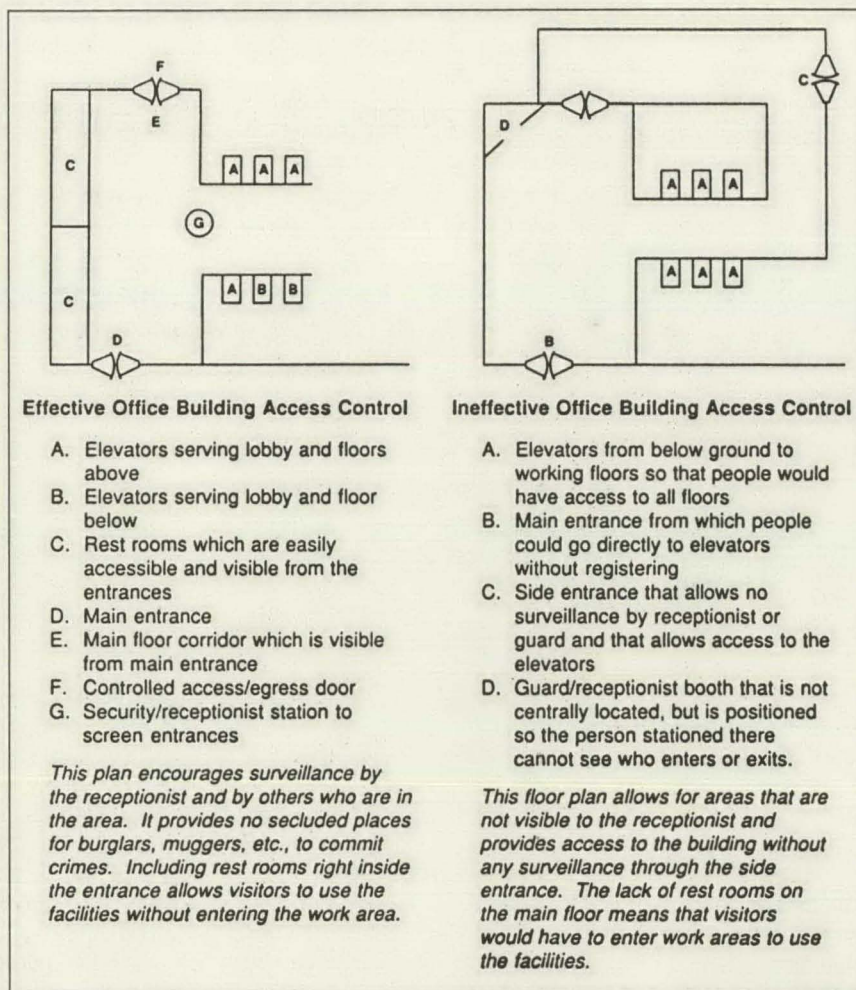
- Provide clear border definition of controlled space.
- Provide clearly marked transitional zones which indicate movement from public to semi-public to private space.
- Relocate gathering areas to locations with natural surveillance and access control; or to locations away from the view of would-be offenders.
- Place safe activities in unsafe locations to bring along the natural surveillance of these activities (to increase the perception of safety for normal users and risk for offenders).
- Place unsafe activities in safe spots to overcome the vulnerability of these activities with the natural surveillance and access control of the safe area.
- Redesignate the use of space to provide natural barriers to conflicting activities.
- Improve scheduling of space to allow for effective use and appropriate "critical intensity" and spatial definition of accepted behaviors.
- Redesign or revamp space to increase the perception or reality of natural surveillance.
- Overcome distance and isolation through communications in design efficiencies.

#### **Conclusion**

CPTED may appear at first to be the proverbial "two thousand pound



***"The role of law enforcement in CPTED is to ask questions, share ideas, and provide information that would otherwise be unavailable to the builders, designers, and planners."***



marshmallow." You think it is going to be good, but you don't know where to start chewing. Experience has shown that most law enforcement administrators have an inherent understanding of the concepts. As long as you keep it simple, it is easier than it appears. And, the potential value to the community is worth it.

CPTED planners and specialists are taught above all else that they have to:

- 1) Never look at the environment the same way again!
- 2) Question everything, as politely as possible!
- 3) Learn the "lingo" of the other professions!

CPTED can and will work for the law enforcement agency if it adopts the attitude of "What are you trying to achieve, and how can we help you do it better?" A successful parade, major

event, school, hotel, shopping center, or neighborhood has less crime problems.

A growing number of law enforcement agencies are adopting CPTED concepts. It is working for them and it is improving their image in the community. Perhaps CPTED may work for you in developing new forms of cooperation and assistance between law enforcement and the public and private sectors.

**FBI**



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# ***The FBI'S Dual Approach to Crime Prevention***

***"... one of the best ways that law enforcement can help its citizens is by educating them to protect themselves from crime."***

By  
**BOBBI J. COTTER**

*Writer  
Office of Congressional  
and Public Affairs  
Federal Bureau of Investigation  
Washington, DC*

It was 11:00 p.m. when Martha, a 36-year-old business executive, pulled into a convenience store parking lot, which was deserted and poorly lit. Preoccupied with what had transpired throughout the day, she parked her late-model luxury car, complete with temporary tags, and hurried into the store, unaware of the man who was watching her from the shadows. Martha had left her car's engine running, her doors unlocked, and her packages in plain view on the passenger's seat — after all, she was only going to buy a carton of milk. Martha was about to become a victim, and if she was very lucky, only her car or her recent purchases were in jeopardy.

Ten-year-old Brian and some of his classmates were playing at a friend's house. One of the boys reached into his pocket and produced several "Black Beauties" he had stolen from his older brother's private "stash." Brian watched as each one of his closest companions, in turn, swallowed an ominous-looking capsule. He wanted to be cool and to fit in with the boys he had known since first grade, but Brian was confused and frightened. He had to make a choice. Trying to fake a convincing smile, Brian extended a trembling hand and accepted the drug.

In a sense, both Martha and Brian were victims. Martha was tired and distracted. As a result, she failed to exer-

cise reasonable precautions to secure her property, and perhaps, to save her life. Brian ultimately made a conscious decision to break the law, but he did not truly understand the possible consequences of his actions. Lacking any real knowledge about drugs and highly susceptible to peer pressure, Brian had not learned to say "no."

Law enforcement can help people like Martha and Brian. Ideally, this assistance should be provided through active and responsive crime prevention and drug awareness programs before a crime has been committed or a life destroyed.

All members of the law enforcement community are entrusted with the





Mrs. Cotter

tremendous responsibility of protecting the citizens they serve. But it is impossible for an officer to be on hand every time a crime is about to occur. Therefore, it is essential for law enforcement to work together and to enlist the help of the American people.

For many years, the FBI has been committed to the belief that one of the best ways that law enforcement can help its citizens is by educating them to protect themselves from crime. Consequently, the FBI's role in this area has continued to grow. With the passage of the Omnibus Crime Control and Safe Streets Act of 1968, the Director of the FBI was authorized to develop new and better approaches and techniques to strengthen the effectiveness of law enforcement. Recognizing that law enforcement alone was insufficient to thwart the pervasive crime facing this country, the FBI began to explore ways in which citizens could help in a nationwide anticrime campaign.

As a result, on July 22, 1975, the FBI instituted its Crime Resistance Pilot Program, in cooperation with the Police Foundation. In establishing the program, the FBI defined crime resistance as "an attitude on the part of citizens which manifests itself when they take measures to avoid becoming victims of crime and join law enforcement in reacting responsibly to crime when it occurs."<sup>1</sup> According to former FBI Director Clarence M. Kelley, the initial goal of the fledgling program was "to demonstrate that communities would look to law enforcement for guidance in setting up programs and in providing them with current information that would make them less vulnerable to crime."<sup>2</sup>

Four separate communities were selected to participate in the Crime Resistance Pilot Program. In each of those cities, two FBI Special Agents and two

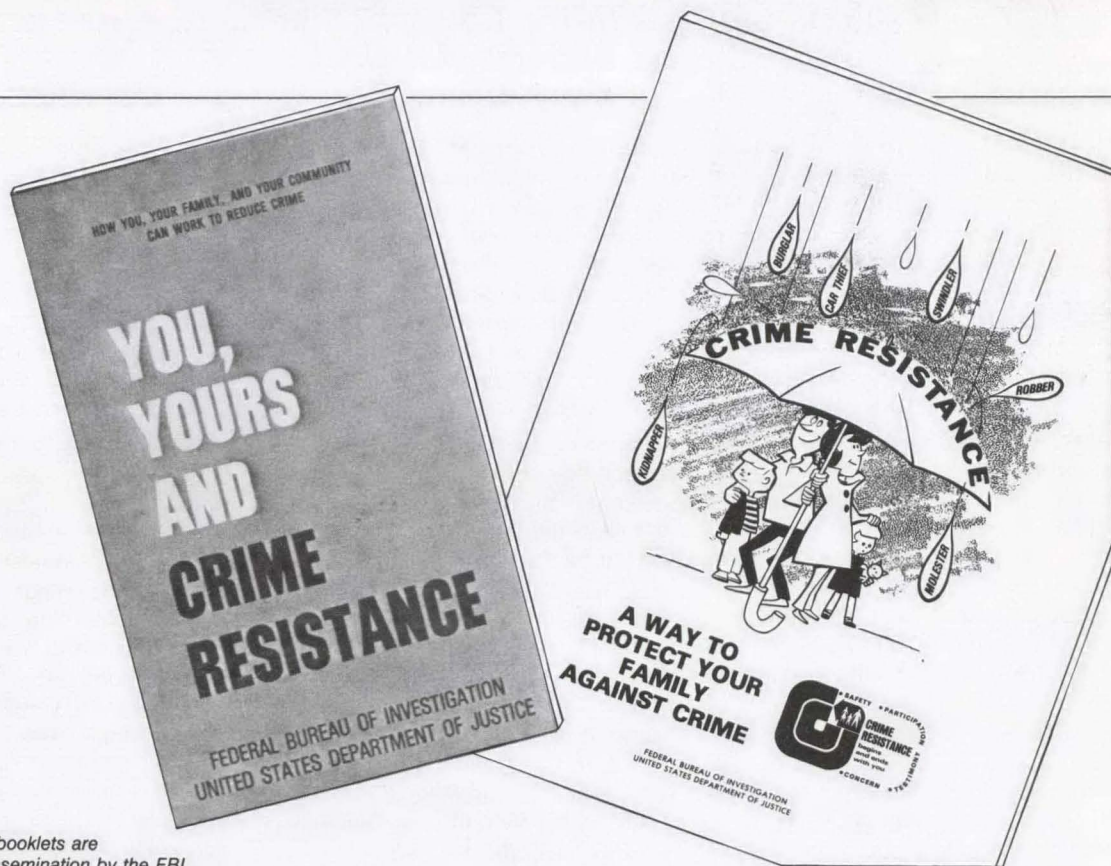
local police officers worked together to form a crime resistance task force. Each of the four task forces then targeted a different crime which had become a particular concern in their respective communities. They analyzed voluminous materials, including crime reports, census figures, and crime-related studies, which were pertinent to their projects. Some of the task forces also incorporated the results of their interviews with crime victims into the preliminary data.

Following an intensive analysis of all relevant information, the task forces each held meetings with various citizens' groups. The community representatives included members of neighborhood associations, business executives, students, school administrators, church groups, and civic organizations. The law enforcement teams and citizens discussed the findings of the initial crime study and worked together to find solutions to their problems. Based on those meetings and the valuable insight provided by local residents, several anticrime programs were established in each of the four communities.

Ultimately, the Crime Resistance Pilot Program proved to be successful. The task forces and citizens were, in large part, responsible for reducing the incidence of targeted crimes by 7 to 21 percent.

Increased citizen awareness has had a pronounced effect on crimes of opportunity throughout the past several years. For example, in 1975, 32 percent of all households in the United States were victimized by crimes of violence or theft. By 1985, that figure had been reduced to 25 percent, where it remained in 1986.<sup>3</sup> This positive trend must continue, and it is incumbent on law enforcement to maintain adequate





Two crime resistance booklets are available for public dissemination by the FBI.

programs to further reduce crime in this country.

Toward this goal, the FBI's commitment to the Crime Resistance Program continues to help citizens avoid becoming victims of crime. Today, a Crime Resistance Program operates in each of the FBI's 58 field offices nationwide. General oversight responsibility for the program is maintained by FBI Headquarters, which provides a variety of crime resistance resource materials and administrative support to the field offices' regional activities. In addition, the relative success of the program is monitored by requiring each field office to submit a crime resistance accomplishment report every November.

Through the Crime Resistance Program, the FBI participates in meet-

ings with numerous national, State, and local groups to assist them in attaining their crime prevention objectives. Among the organizations the FBI has supported are the Kiwanis, Exchange Clubs, Law Enforcement Explorers of the Boy Scouts of America, Crime Stoppers, and the Crime Prevention Coalition of the National Crime Prevention Council. In fact, during May 1988, the FBI joined various Federal agencies, as well as national and State groups, to assist the Crime Prevention Coalition in developing a position paper on crime prevention in the United States. Cooperative efforts such as this provide an excellent forum for the open exchange of ideas regarding the most viable means of reducing crime.

In addition to the FBI's involvement in helping to establish and facilitate the

goals of crime prevention associations, it is also active in a number of other crime prevention efforts. Some of those include participation in crime hotlines and conducting crime prevention conferences and seminars. An essential component in any crime prevention program is ensuring that the public is aware of its existence. To accomplish this, the FBI displays exhibits at local shopping malls and provides FBI managers as speakers on topics pertaining to crime resistance.

The FBI also has prepared two crime resistance booklets, "You, Yours and Crime Resistance" and "A Way to Protect Your Family Against Crime." Those booklets are available for public dissemination and are furnished free of charge to individuals or groups, upon request.



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***"... the FBI is dedicated to eliminating drug abuse through mutual cooperation with law enforcement at all levels of Government, along with the help of other responsible groups and individuals."***

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In an effort to reach individuals, families, and school groups, a crime prevention exhibit currently is featured on the FBI tour route. This has proven to be an excellent vehicle for promoting crime resistance. During fiscal year 1987, over 500,000 people toured the J. Edgar Hoover F.B.I. Building in Washington, DC. The exhibit includes a videotape entitled "How Child Snatchers Work" and a 5-minute public service announcement regarding "The No Show," which features McGruff the Crime Dog in an antidrug videotape prepared by the National Crime Prevention Council. FBI tour leaders also distribute McGruff crime prevention literature to help in reminding the tourists of the FBI's message when they have returned to their home towns.

The FBI has been encouraged by the progress of its Crime Resistance Program. Educating citizens to avoid situations in which they could fall victim to crime is vital to the national effort to reduce the incidence of crime. However, it is not the only answer. In order to succeed, law enforcement also must

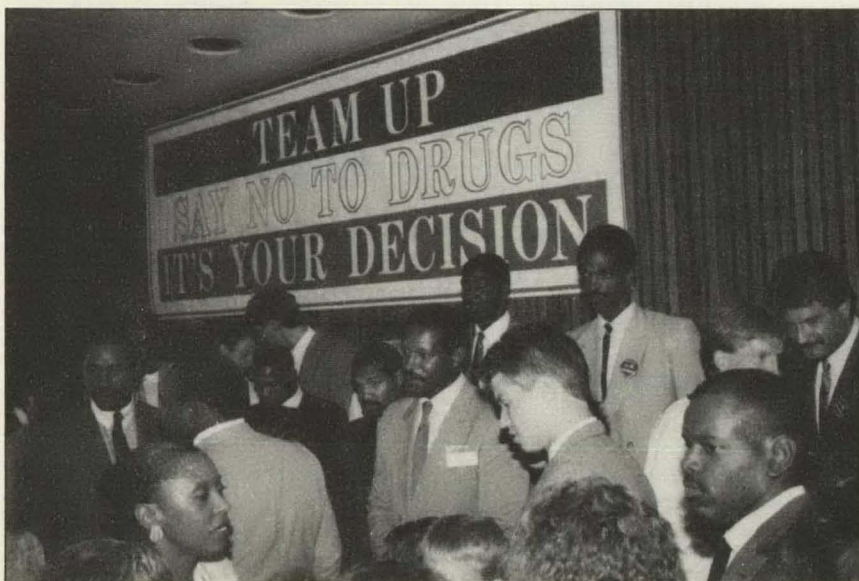
find effective methods of dealing with one of the most serious crime problems facing this country today — drug abuse.

The use or distribution of drugs has been reported to be involved in approximately 20 percent of all murders and rapes, 25 percent of all automobile thefts, 40 percent of all robberies and assaults, and 50 percent of all burglaries today.<sup>4</sup> In addition, drug abuse costs the United States between \$60 billion and \$100 billion each year in such expenses as lost productivity, absenteeism, and related health costs.<sup>5</sup> These are the sobering facts which face this Nation, and the FBI is dedicated to eliminating drug abuse through mutual cooperation with law enforcement at all levels of Government, along with the help of other responsible groups and individuals.

In 1982, the FBI was given concurrent jurisdiction with the Drug Enforcement Administration (DEA) for conducting domestic drug investigations. That partnership has proven to be highly effective. Such joint ventures as the Organized Crime Drug Enforce-

ment Task Force, which now includes a wide spectrum of Federal and local law enforcement and prosecutive offices, have yielded numerous convictions. Although the merging of Federal and local resources resulted in greater investigative progress, it did not eradicate the rampant use of drugs. A growing awareness began to emerge that drugs would continue to plague this country as long as there was a demand for them.

Drug abuse threatens the safety and lives of every person living in this Nation today. However, it is the children, through their vulnerability, who are at the greatest risk. For example, a 1987 poll showed that 46 percent of the surveyed children in the fourth through sixth grades reported having experienced peer pressure to try wine coolers. Even more disturbing is the fact that 26 percent of fourth graders and 42 percent of sixth graders admitted to succumbing to that pressure.<sup>6</sup> Therefore, when the FBI and DEA began to develop appropriate measures to diminish the demand for drugs, they tar-



*On August 14, 1986, approximately 30 well-known athletes participated in a Sports Drug Awareness Program award ceremony at FBI Headquarters.*



geted the young people, who are the key to the future of this country.

Due to the cooperative efforts of the FBI and DEA, Phase I of the Sports Drug Awareness Program (SDAP) was officially inaugurated on June 27, 1984. The purpose of the SDAP was to prevent drug abuse among school-aged youths by enlisting trained coaches and student athletes to act as role models in an effort to dissuade other students from using drugs. Initially, the SDAP's goal was to recruit 48,000 men and women coaches in 20,000 schools across the country who, in turn, would help to reach 5.5 million student athletes. With the inception of the SDAP, the FBI and DEA, in cooperation with the National High School Athletic Coaches Association, the International Association of Chiefs of Police, and the National Association of Broadcasters, became partners in a crusade to reinforce positive peer pressure to "Say No To Drugs."

On August 14, 1986, Phase II of the SDAP was implemented in conjunction with an awards ceremony at FBI Headquarters. The DEA and FBI jointly hosted the event to honor those who had donated their time and service to the SDAP. The ceremony provided the national news media an opportunity to learn more about the program and to tell the American people.

Among the speakers at the awards ceremony were former FBI Director William H. Webster, DEA Administrator John C. Lawn, and baseball star Dave Winfield. In addition, approximately 30 well-known athletes, representing nearly every sport, participated at the event. They taped public service announcements regarding the dangers of drug use for national distribution to television and radio stations.

Phase II of the SDAP united nationally known sports celebrities with

criminal justice agencies and community groups to provide educational information to students from kindergarten to college. Also, teams of FBI Agents have met with players from each of the professional sports leagues. They have discussed activities within FBI jurisdiction which impact on professional athletes, such as sports bribery, drug trafficking, and drug abuse. This ongoing program has continued to evolve, as have the FBI's efforts in developing additional methods to discourage the use of drugs.

In August 1987, the FBI expanded its role in reducing the demand for drugs by initiating its Drug Awareness Program. Through the newly created program, all of the FBI's field offices were provided with a variety of drug education materials. Field office personnel were encouraged to participate in drug awareness campaigns within their territories, serving as speakers for community groups and actively supporting all responsible antidrug initiatives.

Through the Drug Awareness Program, the FBI strengthened its liaison with the demand reduction projects of many organizations, such as the National Crime Prevention Council. The FBI also became an active participant on the National Drug Policy Board, which oversees all Federal drug efforts, including both demand reduction and law enforcement.

Under the leadership of Director William S. Sessions, the FBI's efforts to eliminate drug abuse have been greatly accelerated over the past year. The FBI began serving as a member of a White House drug advocacy working group, composed of representatives from the public affairs offices of Federal Government agencies. The purpose of the group is to determine and evaluate the best means of reaching the public with the drug awareness message.

In fact, from February 28, through March 3, 1988, the White House Conference for a Drug Free America culminated nearly a year of planning. Over 2,000 people from across the country converged to identify proposals and to refine strategies to perpetuate a country which is free of drugs. During his address at the opening session, President Ronald Reagan emphasized that "illegal drugs are one thing no community in America can, should, or needs to tolerate — in schools, in workplaces, in the streets, anywhere."<sup>7</sup>

In keeping with the President's message and to augment the commendable work of DEA's Demand Reduction Coordinators, Director Sessions established the FBI's current Drug Demand Reduction Program on April 18, 1988. He further instructed the Special Agent in Charge of each of the FBI's field offices to immediately designate a mature and experienced Agent to serve as a Drug Demand Reduction Coordinator (DDRC). In connection with this program, Director Sessions identified the need to provide all DDRCs with current information to be used by FBI managers in public appearances to promote the FBI's role in both drug enforcement and demand reduction.

Therefore, FBI Headquarters is disseminating a variety of drug demand reduction materials to the field. Among the resources already available in the field offices are printed materials regarding drug prevention campaigns in the media, the National Crime Prevention Council Drug Prevention School Kit and "The Right Choice," an educational videotape jointly produced by the FBI and a major grocery store chain. Also, with the permission of the National Crime Prevention Council, the FBI has printed an antidrug McGruff sticker for national distribution.



## ***"Responsible and conscientious crime prevention and drug education programs have made great strides in increasing the public's awareness . . . ."***

In establishing the FBI's Drug Demand Reduction Program, Director Sessions set forth operational guidelines for all of the DDRCs to follow. In part, the DDRCs' responsibilities include maintaining contact with the Demand Reduction Coordinators of the DEA and other appropriate agencies, as well as coordinating the FBI's drug enforcement and demand reduction objectives. The DDRCs also are responsible for establishing procedures to obtain and distribute demand reduction information and for coordinating the development and growth of regional programs with FBI Headquarters to ensure maximum economy and effectiveness.

Drug-related and all other types of crimes have reached epidemic proportions. Crime and criminals prey on society. They stalk their victims, frequently targeting the weak, the vulnerable, the elderly, and the young.

All members of the law enforcement community must work together, in conjunction with citizens, in order to protect this society. Responsible and conscientious crime prevention and drug education programs have made great strides in increasing the public's awareness, and they must continue.

During October, which has been declared "National Crime Prevention Month," and throughout the year, the FBI encourages law enforcement at all levels of Government to reassess and update their crime prevention activities. The FBI considers crime prevention and drug demand reduction to be critical parts of law enforcement, and its programs in these vital areas continue to evolve in response to the needs of the American population.

Law enforcement not only must respond to the concerns of citizens but also must make every effort to include

them in all crime prevention efforts. Mutual cooperation between law enforcement agencies and the people they serve is absolutely imperative to win the battle against crime. As the theme of this year's National Crime Prevention Month states, "Community Action Makes A World of Difference!"<sup>8</sup> **FBI**

### **Footnotes**

<sup>1</sup>Federal Bureau of Investigation, et al., *Crime Resistance* (Washington, DC: U.S. Government Printing Office, 1977), p. 7.

<sup>2</sup>*Ibid.*, p.v.

<sup>3</sup>National Crime Prevention Council, *Community Action Makes . . . A World of Difference*, 1988, p. 15.

<sup>4</sup>"Reducing the Demand for Drugs," *The Police Chief*, June 1988, p. 10.

<sup>5</sup>Drug Enforcement Administration, "Issues and Comments to Respond to Legalization of Illegal Drugs," May 1988, p. 16.

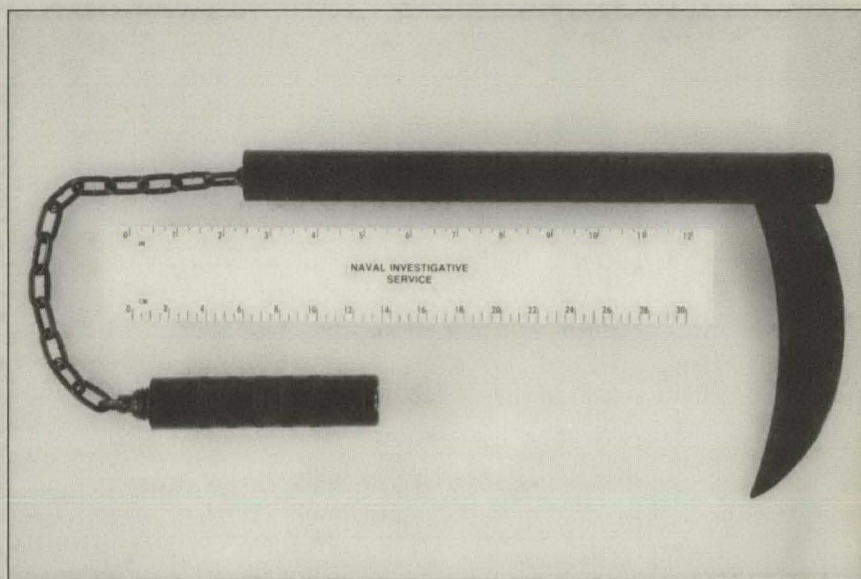
<sup>6</sup>Elaine M. Johnson, "Wine Coolers: They're Not A Soft Drink," *The Challenge* (published by the U.S. Department of Education), vol. 2, No. 5, May 1988, p.6.

<sup>7</sup>"White House Conference Promotes Drug-Free America," *The Challenge* (published by the U.S. Department of Education) vol. 2, No. 5, May 1988, p. 1.

<sup>8</sup>Supra note 3, p. 2.

## ***Disguised Martial Arts Weapon***

Agents of the Naval Investigative Service at Norfolk, VA, discovered this weapon while searching a stolen car. Close examination of the vehicle's interior revealed that the center-located emergency brake lever had been replaced with a black, anodized steel "gamba," or martial arts fighting ax. After removing the ax from its resting place between the two front bucket seats, the handle can be unscrewed to release the mace on chain links. This weapon is poorly balanced, but it can cause serious injury during an attack.





# WANTED BY THE FBI

Any person having information which might assist in locating these fugitives is requested to notify immediately the Director of the Federal Bureau of Investigation, U.S. Department of Justice, Washington, DC 20535, or the Special Agent in Charge of the nearest FBI field office, the telephone number of which appears on the first page of most local directories.

Because of the time factor in printing the FBI Law Enforcement Bulletin, there is the possibility that these fugitives have already been apprehended. The nearest office of the FBI will have current information on the fugitives' status.



Photographs taken 1978 and 1979

## Francis Lionel Vercauteren,

also known as Francis Nicosia, Francis Prior, Francis L. Vercauteren. W; born 10-31-46; Methuen, MA; 5'10"; 180 lbs; med bld; brn hair; hazel eyes; med comp; occ-construction worker, furniture mover, laborer, police officer, truck driver; scars and marks: Scar on left cheek, scar on outer right forearm. Wanted by FBI for INTERSTATE FLIGHT-ESCAPE

NCIC Classification:

22631717091962131613

Fingerprint Classification:

22	M	1	R	OOO	9	Ref:	9	1	9
L	1	R	OOO				1	2	2

I.O. 4864

Social Security Number Used: 026-34-1855

FBI No. 582 331 G

## Caution

Vercauteren, who is being sought as a prison escapee, was serving a lengthy sentence for murder, kidnaping, and rape. Vercauteren escaped by attacking a guard, rendering him unconscious. Consider Vercauteren armed, dangerous, mentally unstable, and an escape risk.



Right ring fingerprint



Photographs taken 1976

## Richard Rodriguez,

also known as "Richie" Rodriguez, Richard Rodriguez, Fredrico Sanchez, Jesus Vallamon, Jesus Vallanon, "Bug," Indio." W; born 10-31-49; New York, NY; 5'8"; 140 lbs; med bld; blk hair; brn (dyslexia, right eye "wanders") eyes; med olive comp; occ-electrician, laborer-warehouseman, plane mechanic, sheet metal worker; remarks: Likes horseback riding and camping; reportedly an expert with a bow and arrow; scars and marks: Scar on left ankle.

Wanted by FBI for INTERSTATE FLIGHT-ESCAPE

NCIC Classification:

1705071114160506PM14

Fingerprint Classification:

17	L	1	U	III	14
M	2	U	IIM		

I.O. 4882

Social Security Number Used: 562-80-2796

FBI No. 2 639 K3

## Caution

Rodriguez, a convicted assassin who may be associated with and receiving aid from extremist revolutionary groups, is being sought as an escapee from prison where he was serving a life sentence for an execution-style murder. Consider Rodriguez armed, extremely dangerous, and an escape risk.



Left ring fingerprint



Photographs taken 1972

## Carl Alfred Eder,

also known as Charles Eder, Charles Harrison, John Wehee. W; born 6-30-42; Rochester, NY; 6'2"; 165 to 175 lbs; slim bld; blond (receding hairline) hair; blue eyes; fair comp; occ-(in prison) cabinet maker, lab technician, leather worker, machinist, mechanic (boat engines); remarks: Follower of Zen Buddhism, a loner, recluse, and an outdoor type; scars and marks: Scar on left hand between thumb and forefinger, scar from gall bladder surgery.

Wanted by FBI for INTERSTATE FLIGHT-MURDER

NCIC Classification:

185408050819TT081007

Fingerprint Classification:

18	M	1	R	III	8	Ref:	T	T	R
L	1	T	II				T	U	U

I.O. 4878

Social Security Number Used: 557-92-5576

FBI No. 144 932 D

## Caution

Eder, who is being sought as an escapee from custody, was at the time of escape serving a life sentence for the shooting and stabbing murders of a woman and her four children. Eder has stated he will go to any length to avoid recapture. Consider Eder armed, extremely dangerous, and an escape risk.



Right ring fingerprint



# WANTED BY THE FBI



Photographs taken 1970, 1977 and 1978

## Charles Edward Reese,

also known as Charles Edward Reece, Charles Edward Reed, Charles E. Reese, "Doc."

B; born 5-5-50; Vicksburg, MS; 5'10" to 6'2"; 160 to 185 lbs; muscular-medium bld; blk hair; brn eyes; dark brn comp; occ-checker, laborer, mechanic, messenger; remarks: Reportedly is asthmatic; wears prescription tinted glasses, squints when not wearing glasses; may alternate between clean shaven and wearing full face beard; scars and marks: Dark mole over left eye, scar left lower back; tattoos: "LaVora" left arm, "Doc" right arm, bull on left chest.

Wanted by FBI for INTERSTATE FLIGHT-RAPE, SODOMY, ARMED ROBBERY, BURGLARY

NCIC Classification:

CMTT04080908AA071109

Fingerprint Classification:

4	M	1	T	II	9
S	17	A	II		

I.O. 4857

Social Security Numbers Used: 552-68-7230; 552-68-7238; 558-72-7800; 572-68-7230

FBI No. 461 731 G

## Caution

Reese is being sought in connection with a violent crime spree which includes the crimes of armed robbery, burglary, kidnaping, murder, and sexual assaults in which firearms were used. Reese has been armed with a shotgun in the past and should be considered armed and extremely dangerous.



Right thumb print



Photograph taken 1980

## William Claybourne Taylor,

also known as Michael A. Cauley, Michael Ferris Cauley, Michael Ferris Cawley, Clay Taylor, Wm. C. Taylor, William Clay Taylor, William Claybourne Taylor VII.

W; born 7-2-49; Jacksonville, FL; 6'4"; 200 lbs; med bld; blond (has been dyed red in the past) hair; blue eyes; fair-ruddy comp; occ-advertising, convenience store clerk, dance instructor, key punch operator, painter, trumpet player; remarks: Reportedly bisexual, sometimes wears a mustache, frequents adult bookstores, heavy drinker; scars and marks: Scar at base of right index finger and right middle finger, burn scar on right forearm, scar on left side, halfmoon scar on one knee.

Wanted by FBI for INTERSTATE FLIGHT-MURDER, AGGRAVATED BATTERY

NCIC Classification:

POPMTTCO18040309CI15

Fingerprint Classification:

4	O	25	Wt	18
S	18	U		

I.O. 4886

Social Security Numbers Used: 411-27-5151; 414-80-2662

FBI No. 554 560 G

## Caution

Taylor, an alleged hired assassin, is being sought in connection with the shotgun slaying of a former Immigration and Naturalization Service official and the aggravated battery of another victim who survived three .32-caliber pistol wounds. Consider Taylor armed and dangerous.



Right index fingerprint



Photographs taken 1979 and 1980

## Joanne Deborah Chesimard,

also known as Joanne Deborah Byron Chesimard, Joanne Byron, Joan Chesimard, Joanne Debra Chesimard, Joanne Chesterman, Joan Davis, Joanne Davis, Mary Davis, Justine Henderson, Sister Love, Barbara Odoms, Assata Shakur, and others.

B; born 7-16-47; New York, NY (not supported by birth records); 5'6"; 127 to 138 lbs; slender bld; blk (various styles) hair; brn eyes; med comp; occ-tutor, writer; remarks: Has worn tinted prescription glasses in the past, may be dressed in Muslim or men's clothing, reportedly jogs regularly; scars and marks: Bullet scars on abdomen, chest, left shoulder and underside of right arm, round scar on left knee.

Wanted by FBI for INTERSTATE FLIGHT-MURDER

NCIC Classification:

AAAAAA0711AAAAAA0409

Fingerprint Classification:

7	1	aAa	11
	1	aAa	

I.O. 4846

Social Security Number Used: 051-38-5131

FBI No. 11 102 J7

## Caution

Chesimard, who is being sought as an escapee from custody, was at the time of escape serving a life sentence for the shooting murder of a New Jersey State trooper. Chesimard, who is reportedly a member of a revolutionary organization which has an extensive history of criminal activity involving violence, should be considered armed, extremely dangerous, and an escape risk.



Left thumb print



# Referenced Pattern

The preferred classification of this pattern is that of a loop with two ridge counts. A combination of a loop over a tented arch is classified as an accidental whorl. A dot appearing beneath the innermost looping ridge of this impression approximates an upthrust and dictates that this pattern be given a reference classification of an accidental whorl. The tracing is meeting.



## Change of Address

Not an order form

# FBI

## Law Enforcement Bulletin

**Complete this form and  
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Director  
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Investigation  
Washington, DC 20535

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Washington, D.C. 20535

Official Business  
Penalty for Private Use \$300  
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## ***The Bulletin Notes***

In October 1987, Chief of Police Richard Jewett of the Richford, VT, Police Department observed three suspected Middle Eastern terrorists crossing the border from Canada into the United States. Subsequent investigation revealed that the three individuals had in their possession bombing paraphernalia.

In April 1988, Trooper Robert Cieplensky of the New Jersey State Police

observed items in a motorist's car, which he suspected were explosive devices. Later investigations proved his suspicions correct and revealed the motorist to be a suspected member of the Japanese Red Army terrorist group.

Although the targets of these individuals have not been determined, it is likely that both Chief Jewett and Trooper Cieplensky prevented possible

terrorist incidents from occurring in the United States. On June 22, 1988, the two men were honored in a ceremony at FBI Headquarters in Washington, DC, where they received FBI medallions and certificates of appreciation and awards from the International Association of Chiefs of Police. The Bulletin joins in recognizing these two men's outstanding performance of their duties.



Chief Jewett



Trooper Cieplensky

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