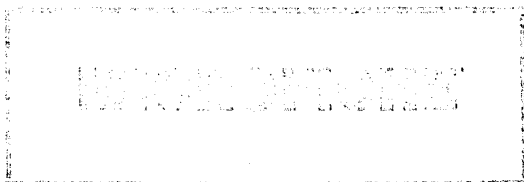


Utah Council on Criminal Justice Administration
Project on Criminal Justice
Standards and Goals



COMMUNITY CRIME PREVENTION

REDUCTION OF CRIMINAL OPPORTUNITY

Approved by
Community Crime Prevention Task Force, and
Utah Council on Criminal Justice Administration
Room 304, State Office Building
Salt Lake City, Utah 84114

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GALVIN L. RAMPTON
GOVERNOR

STATE OF UTAH
OFFICE OF THE GOVERNOR
SALT LAKE CITY

NCJRS

APR 25 1977

Dear Citizens:

ACQUISITIONS

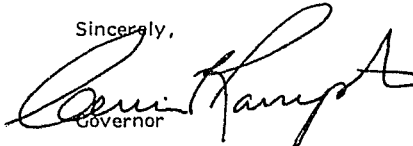
This pamphlet is one of a series of reports of the Utah Council on Criminal Justice Administration. The Council's five Task Forces: Police, Corrections, Judicial Systems, Community Crime Prevention, and Information Systems, were appointed on October 16, 1973 to formulate standards and goals for crime reduction and prevention at the state and local levels. Membership in the Task Forces was drawn from state and local government, industry, citizen groups, and the criminal justice profession.

The recommendations and standards contained in these reports are based largely on the work of the National Advisory Commission on Criminal Justice Standards and Goals established on October 20, 1971 by the Law Enforcement Assistance Administration. The Task Forces have sought to expand their work and build upon it to develop a unique methodology to reduce crime in Utah.

With the completion of the Council's work and the submission of its reports, it is hoped that the standards and recommendations will influence the shape of our state's criminal justice system for many years to come. Although these standards are not mandatory upon anyone, they are recommendations for reshaping the criminal justice system.

I would like to extend sincere gratitude to the Task Force members, staff, and advisors who contributed something unknown before--a comprehensive, inter-related, long-range set of operating standards and recommendations for all aspects of criminal justice in Utah.

Sincerely,


Governor

REDUCTION OF CRIMINAL OPPORTUNITY

This report was published by the Utah Council on Criminal Justice Administration with the aid of Law Enforcement Assistance Administration Funds.

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What is the Utah Council on Criminal Justice Administration (UCCJA)?

In 1968 the Omnibus Crime Control and Safe Streets Act was passed resulting in the creation of the Law Enforcement Assistance Administration (LEAA) in the U.S. Department of Justice. The act required the establishment of a planning mechanism for block grants for the reduction of crime and delinquency.

This precipitated the establishment of the Utah Law Enforcement Planning Council (ULEPC). The council was created by Executive Order of Governor Calvin Rampton in 1968. On October 1, 1975, the council was expanded in size and redesignated the Utah Council on Criminal Justice Administration (UCCJA).

The principle behind the council is based on the premise that comprehensive planning, focused on state and local evaluation of law enforcement and criminal-justice problems, can result in preventing and controlling crime, increasing public safety, and effectively using federal and local funds.

The 27-member council directs the planning and funding activities of the LEAA program in Utah. Members are appointed by the governor to represent all interests and geographical areas of the state. The four major duties of the council are:

1. To develop a comprehensive, long-range plan for strengthening and improving law enforcement and the administration of justice...
2. To coordinate programs and projects for state and local governments for improvement in law enforcement.
3. To apply for and accept grants from the Law Enforcement Assistance Administration...and other government or private agencies, and to approve expenditure...of such funds...consistent with...the statewide comprehensive plan.
4. To establish goals and standards for Utah's criminal-justice system, and to relate these standards to a timetable for implementation.

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2.1 USE OF BUILDING DESIGN AND MINIMUM SECURITY REQUIREMENTS TO REDUCE CRIME

RECOMMENDATION

The Task Force recommends that agencies and professions involved in building design actively consult with and seek the advice of law enforcement agencies in physical design to reduce the opportunity for the commission of crime. These agencies and firms should make security a primary consideration in the design and construction of new buildings and the reconstruction or renovation of older structures. However, such concerns are not the entire responsibility of law enforcement — building officials must make an effort to educate themselves on the state-of-the-arts. Law enforcement officials should hold seminars for those involved in building design. Interaction with law enforcement agencies and security experts should be sought during preliminary planning and actual construction to determine the effects of architectural features and spatial arrangements on building security and security costs. Careful consideration should be given to the design and placement of doors, windows, elevators and stairs, lighting, building height and size, arrangement of units, and exterior site design, since these factors can have an effect on crime.

The Task Force also recommends that minimum security requirements should be developed. The formulation of these requirements should be primarily the task of building, fire, and public safety departments, but there also should be consultation with community criminal justice planners, transportation and sanitation departments, architectural firms, and proprietors. Law enforcement officials should help keep those involved with development of minimum security requirements informed on the progress of new security measures and design in building.

UTAH STATUS AND COMMENTS

In Utah, law enforcement agencies are not consulted in the physical design of buildings to reduce crime. The only time security is a primary concern in the design and construction of new buildings, and the renovation of older structures, is when the building is a bank or a high-cost equipment room, such as telephone companies and computer rooms.

Consideration is given to the maximum height of buildings

(Section 507) in the Uniform Building Code (UBC). However, the standards are based on fire and life safety, not security. The design and placement of doors, windows, elevators and stairs, lighting and exterior walls are also considered, but again only as they relate to fire and life safety, not security.

LEAA has initiated a new program, "Crime Prevention Through Environmental Design," which is based on studies of offenders and burglary indicating that a large proportion of stranger-to-stranger street crime and burglary is committed by non-professionals. These are labeled "crimes of opportunity."

The new program is designed to combat this type of crime, with the goal of substantially increasing our level of personal security in private residences, schools, transportation systems, and commercial areas. The program concept is that through architectural design and the division and organization of space, environments can be created which reduce the opportunities for crime and increase the safety of people who use these environments.

The National Institute has already done considerable work in this area. In the past four years, the institute has:

1. Developed new security guidelines that are used by HUD for its Federal Crime Insurance Program. In Oakland, California, the application of these measures reduced commercial burglaries by one-third in the first two years they were in effect.

2. In Oakland and Jacksonville, Florida, they have established that the volume of pedestrian and vehicle traffic flow and environmental factors such as landscaping and hidden or blind entrances have a major impact on criminal behavior.

3. In Kansas City, Missouri, they are examining the effect of a comprehensive street lighting program on the crime rate.

4. Impact cities are becoming more and more involved in prevention as a method of community protection through improved lighting, property identification programs, and community involvement efforts.

The broadest possible dissemination and application of all these strategies, as well as many others, and the further development of technology is one objective of the new program.

In Utah, the State Building Board has adopted the Uniform Building Code (UBC). All State buildings must comply with this code. Other codes have also been adopted for use by the state board which are the life safety code, the fire code, and Osha regulations, which are safety regulations.

Although the UBC, which is used primarily by the western states, is 65% safety, there are no security requirements. The only security ordinances in Utah are placed upon banking facilities by the Federal Security Commission.

In 1973 security ordinances were drafted by the Salt Lake City Police Department for use in Salt Lake City. It was submitted to the city commission, but met with resistance and was subsequently filed for record.

The UBC does not have to be used by all local jurisdictions, but is adopted through reference by the various county commissioners, mayors, town councilmen, etc. Local building code officials meet once a year to make this decision. Unfortunately, in many of the rural areas of Utah, officials are not well informed as to the contents of the code.

During the 1971 and 1973 sessions of the legislature, Senate Bill 175 was introduced. This bill provided for uniform standards for the design, construction, maintenance, and use of public buildings. It also provided penalties for failure to comply with the act. The bill never got off the floor in either session. A substitute bill has been proposed for introduction into the 1975 session. This bill satisfies some of the concerns of the State Building Board. The act provides for the adoption of a Utah State Building Code and sets minimum building standards. The Utah Building Code is to be kept current with the state-of-the-arts. The adoption of this code would repeal and invalidate local ordinances.

The UBC, published by the International Conference of Building Officials, is built through many years of study and input from building departments, National Fire Protection Associations, architects, engineers, and industry. The conference has established a committee to study the possibility of incorporating security requirements into the UBC. Their work should be completed by 1975.

METHOD OF IMPLEMENTATION

This recommendation should not be implemented through the enforcement of a mandatory building code, but rather through a list of minimum security requirements, and an active public information program.

2.2 STREET LIGHTING PROGRAMS FOR HIGH CRIME AREAS

RECOMMENDATION

The Task Force recommends that units of local government consider the establishment of improved street lighting programs in high crime areas. The needs and wishes of the community should be a determining factor from the outset, and public officials should carefully evaluate the experience of other jurisdictions before initiating their own programs.

UTAH STATUS AND COMMENTS

Utah Power and Light, and other electrical utility companies, have been the impetus for security lighting programs in Utah. These utility companies have, through the advertising media, encouraged individual citizens and businesses to implement exterior lighting improvements for security.

Only one municipality has considered crime data in its initial lighting improvement planning process. Special attention is being given to areas prone to night crimes, such as commercial areas and downtown shopping districts, hospitals, schools, parks, theaters, playgrounds, and restaurants, and high crime residential streets.

There has been an almost non-existent relationship throughout Utah between law enforcement and the various responsible governmental authorities.

It should also be noted that resources for the expansion and/or improvement of municipal lighting systems are generally limited. Many Utah communities are financially unable to provide adequate exterior lighting.

METHOD OF IMPLEMENTATION

Utah communities must identify their high-hazard areas and determine the adequacy of existing lighting. Five types of localities should be considered: commercial areas, parking areas, residential areas, playgrounds, underpasses, and alleys.

Once the areas requiring improved lighting have been identified, the community, including the relevant departments in the city government, must be persuaded that the situation needs improvements; however, no one should lose sight of the effects of the energy crisis on this subject.

Steps for citizens and communities to follow are:

1. Check with the police departments to identify areas which have a high crime incidence.
2. Visit the areas in the presence of an official of the local electric utility. He will be able to evaluate the amount and quality of lighting now in use.
3. If the lighting needs to be improved, prepare a presentation, with the help of the utility official, as to what must be done.

The actual procedure may involve obtaining agreement with the police department as to the usefulness of such lighting, the cooperation of the appropriate city department which control city lighting, and the agreement of the city's appropriations committee to allocate funds for new and improved lighting.

2.3 AUTO THEFT PREVENTION PROGRAMS AND LEGISLATION

RECOMMENDATION

The Task Force recommends that the Utah State Legislature enact legislation to require:

1. The disposal of Vehicle Identification Numbers (VIN) within the dismantling permit, along with the disposal of the title and current registration plates and cards.

2. Pressure should be put on manufacturers and insurance companies to place VIN derivatives on the engine and transmissions of pick-up trucks and other recreational vehicles. All recreational vehicles should be subject to the same auto theft prevention devices required of passenger cars.

3. VIN's appearing on the steering head stock and engines of motorcycles should be identical. It is also recommended that at least one confidential number be placed on motorcycles.

UTAH STATUS AND COMMENTS

1. Statute 41-1-19 of the Utah Code provides for the registration of all motor vehicles. However, when an owner of a registered vehicle transfers or assigns his title, the registration of the vehicle expires (41-1-62 UCA). The registration plates are then destroyed and the registration number (license plate number) assigned to another vehicle. There is no actual registration number, since the license plate number is considered to be the registration number.

Registration cards must contain the name and address of the owner and the registration number assigned to the vehicle (license plate number). The registration card shall also contain the serial number of the vehicle. (41-1-36 UCA).

The serial number, which is identical to the VIN (Vehicle Identification Number) is the primary number used for registration purposes in all states. On newer motor vehicles, the VIN is visible to an officer through the windshield of the car. The vehicle registration number can change with the loss of a plan (41-1-55 UCA), transfer of ownership (41-1-62 UCA), or the issuance of new plates coinciding with the expiration of registration (41-1-49 UCA).

All vehicle registration is filed by registration number, name of owner, the VIN, and any other data deemed necessary by the Department of Motor Vehicle (41-1-31 UCA).

In Utah, a problem exists with the Certificate of Title. The Certificate of Title contains the information on the registration card, a statement of the owner's title, and all liens and encumbrances on the vehicle, and whether possession is held by the owner under a lease, etc. (41-1-37 UCA). In Utah, it is not necessary to present a Certificate of Origin on new cars to obtain a Certificate of Title.

A provision is made for the retention and file of Certificates of Title and every application for title for no less than five years (41-1-71 UCA). This, of course, will only provide information on previous owners registered in Utah.

2. The Department of Motor Vehicles issues multi-year license plates that normally last five years (Regulation 1-15). If one or both plates are lost, new plates with a new number are issued (41-1-55 UCA).

3. Article 9 of the Utah Code's Motor Vehicle Act establishes a variety of special anti-theft laws. This article makes it unlawful to possess any motor vehicle, or parts, from which trademarks, identification numbers, or the manufacturer's number or serial number have been altered, changed, or removed (41-1-110 UCA). Any person who intentionally defaces, destroys, or alters the manufacturer's serial or engine number or other distinguishing number is committing a felony (41-1-121 UCA).

The Utah Code also makes it a felony to knowingly buy, receive, dispose of, sell, offer for sale, or possess any motor vehicle or engine removed from a motor vehicle, from which the serial number or other identification numbers have been removed or altered (41-1-120 UCA).

If a serial number does not appear or has been altered on a vehicle required to be registered, the owner must prove ownership. The department then reassigns the serial number to the vehicle. (Regulation 1-16.) A visual inspection of that number is required (41-1-57 UCA).

When a vehicle is dismantled, salvage dealers must obtain a dismantling permit from the state. The permit requires surrender of the title and current registration plates and card. However, the VIN stays with the vehicle (41-1-78 UCA). The Certificate of Title is not to be issued again in the event it is sold for scrap. If it is to be rebuilt, only a licensed rebuilder can purchase a wrecked vehicle (41-1-79 UCA). These statutes attempt to exclude the possibility that these items could be used to "legitimize" stolen cars. However, there are no statutes requiring the disposal of VIN's.

In addition to the primary vehicle identification numbers and VIN derivatives to which the Department of Motor Vehicles and law enforcement agencies have access, the FBI and the National Auto

Theft Bureau have access to VIN's. The confidential numbers are used primarily in the investigation of professional auto theft rings.

With the advent of auto theft prevention devices in Utah, the juvenile thief has been put out of business. A juvenile can still hot-wire a car, but the steering wheel is locked, preventing easy theft. Such devices have restricted the juvenile to car models of 1967 and earlier.

Professional rings have grown, and with them changes in the types of vehicles being stolen. Four-wheel drive and pick-up trucks are the favorite targets of professional auto thieves (primarily the Ford Ranger and XLT). Of the last five-year pick-up models stolen, 200 or more remain unrecovered, indicating professional involvement. Even with the energy crisis and the subsequent high price of gasoline, there is still a ready market for pick-ups.

Pick-up trucks are easy targets for two basic reasons:

- a. Although there is a public serial number identifying the truck, along with production numbers on the engine and transmission, there are no VIN derivatives (secondary numbers) on the engine and transmission. The production numbers do not serve any purposes of identification. Strangely enough, pick-up trucks do have confidential identification numbers.
- b. There is no locked steering wheel or transmission.

Theft prevention devices are not only missing in pick-up trucks, but in all recreational vehicles and motorcycles.

Motorcycle theft is also a problem in Utah. About 700 remain unrecovered, again indicating professional involvement. Currently, motorcycle VIN's appear on the steering head stock and on the engine. It is not always the case that the two numbers are identical, which complicates investigation. A problem also exists with the lack of confidential numbers of motorcycles. It would be most helpful for investigation purposes if motorcycles had at least one confidential VIN.

In the case of auto theft, the professional will attempt to change the appearance of the car and change the VIN's affixed by

the manufacturer. He will then create ownership papers to fit new VIN's. Finally, he will usually sell the autos to used car dealers.

In Utah, it would be impossible to register a car with different VIN numbers than actually are present on the car. A visual inspection of the VIN is required when the vehicle is not originally sold in Utah by a franchise dealer (41-1-28 UCA).

Most passenger cars have VIN derivatives on the engine and transmission.

The problem of vehicle identification is not strictly a state problem. There is a federal regulation addressing theft protection; however, it only applies to passenger car key-locking systems (49:571.114). Federal Regulation 49:571.115 specifies VIN requirements. However, it too only applies to passenger cars. The regulation states that a VIN must be placed on all passenger cars by manufacturers.

METHOD OF IMPLEMENTATION

Any legislation required to implement the staff recommendations should be supported or coordinated by the Department of Motor Vehicles, since they are the agency required to enforce the laws.

Manufacturers and insurance companies should be made to realize and utilize the importance of theft prevention devices, VIN derivatives, and confidential numbers on recreational vehicles and motorcycles. This may be accomplished through citizen lobbys and federal regulations requiring theft prevention devices on recreational vehicles and motorcycles.

2.4 CRIME PREVENTION AND LAW ENFORCEMENT AGENCIES

RECOMMENDATION

The Task Force recommends that every law enforcement agency actively work with and inform interested citizens of measures that can be taken to protect themselves, their families, and their property.

UTAH STATUS AND COMMENTS

Recognizing their limited ability to eliminate the causes of or the opportunity for crime, several Utah Police agencies have begun to reassess their role in crime prevention, and are adopting one analogous to that performed by fire departments in fire prevention. Numerous Utah police agencies are developing programs to elicit community support and develop community resources in an effort to reduce crime through site hardening programs and security measures that thwart criminal activity.

In several Utah communities, police agencies have begun to involve the public in crime prevention efforts through neighborhood security and neighborhood watch programs. These programs are designed to encourage people to report suspicious circumstances in their neighborhoods to the police, and to improve the physical security of their homes and businesses.

Approximately one dozen Utah police agencies have adopted "Operation Identification". The police agency buys electric marking tools and lends them to persons to mark their personal property with their Social Security number. The agency provides decals for home exterior windows to identify program participants, as well as forms for listing factory serial numbers of personal property. There has been a dramatic reduction in the number of burglaries occurring in those areas where this program has been implemented.

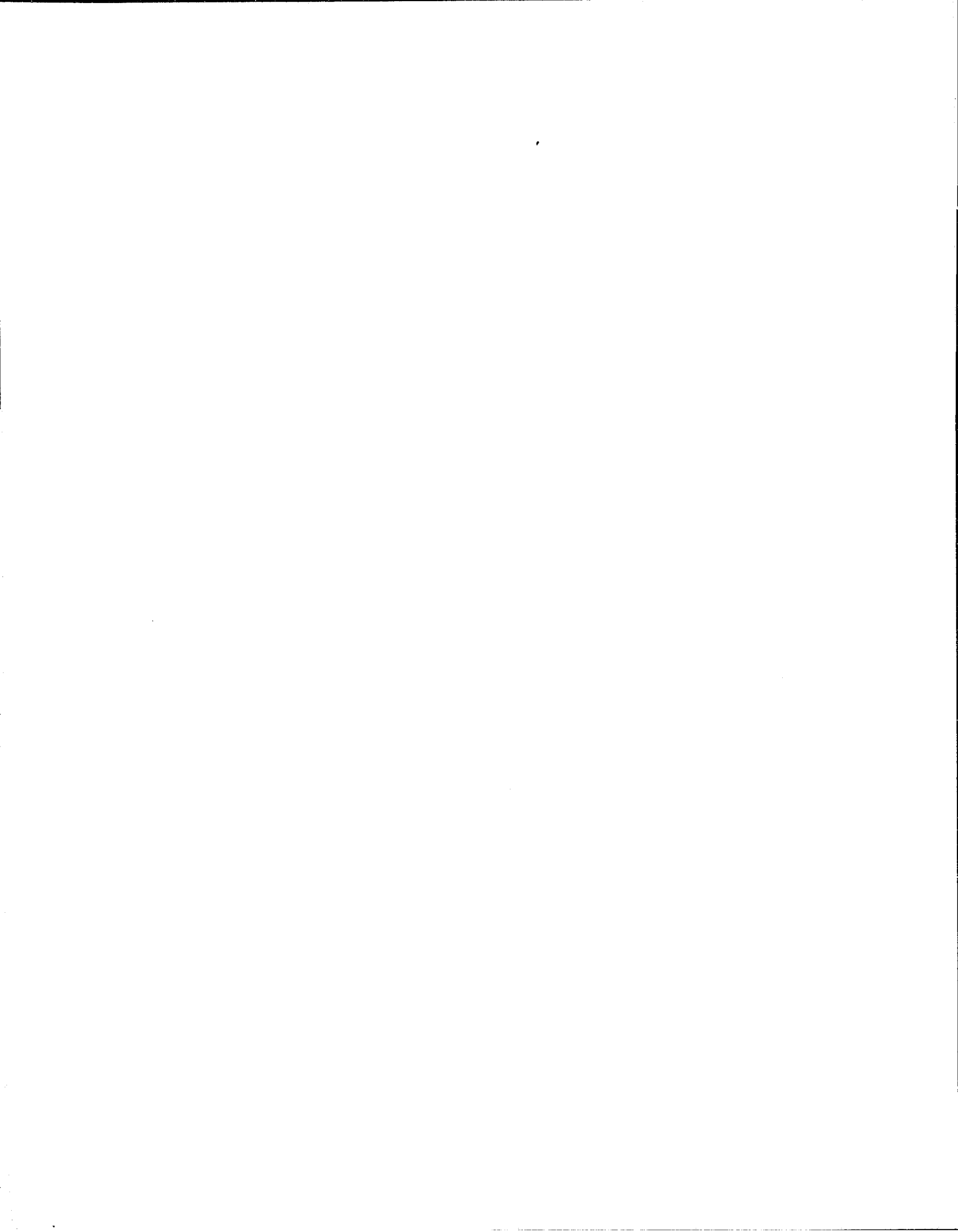
In several Utah cities, police officers routinely advise property owners on security measures to avoid crime by conducting inspections of businesses and residences upon request.

However, only a relatively small number of Utah police agencies are actively engaged in involving citizens in community crime prevention efforts. Most Utah police agencies do not actively work with and inform citizens of measures that can be taken to protect themselves, their families, and their property.

METHOD OF IMPLEMENTATION

Because of the large number of police agencies in Utah, it is recommended that the Utah Chiefs of Police Association, the Utah Sheriff's Association, and the Utah Peace Officers Association encourage all police agencies to implement this recommendation. The Governor's Advisory Committee on Community Affairs, the

Utah League of Cities and Towns, and the Association of Counties should encourage all mayors and county commissioners to authorize and direct police chief executives to implement active programs for citizen involvement in crime prevention.



END