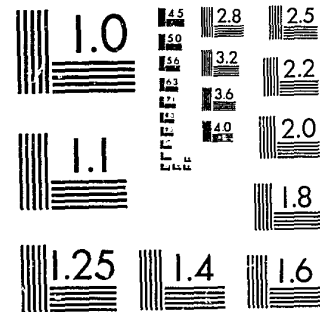


National Criminal Justice Reference Service



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

4/11/83

OMB APPROVED: 1121-0011, EXPIRES 12/31/83



U. S. DEPARTMENT OF JUSTICE
Office of Justice Assistance, Research, and Statistics

CATEGORICAL GRANT PROGRESS REPORT

This recordkeeping requirement falls under the authority of P.L. 96-511, Sec. 3507. The information provided will be used by grant monitors to track grant progress. No further monies or other benefits may be paid out under this program unless this report is completed and filed as required by existing laws and regulations (OMB Circulars A-102 and A-110; Omnibus Crime Control and Safe Streets Act of 1968, as amended; Juvenile Justice and Delinquency Prevention Act of 1974, as amended; and the Justice System Improvement Act of 1979, as amended).

1. GRANTEE Connecticut Justice Commission	2. AGENCY GRANT NUMBER 80-CJ-AX-0014	3. REPORT NO. Final
4. IMPLEMENTING SUBGRANTEE Connecticut Justice Commission	5. REPORTING PERIOD (Dates) FROM: 10/1/81 TO: 12/31/81	
6. SHORT TITLE OF PROJECT Arson Control Assistance Program	7. GRANT AMOUNT \$667,000	8. TYPE OF REPORT <input type="checkbox"/> REGULAR <input checked="" type="checkbox"/> FINAL REPORT <input type="checkbox"/> SPECIAL REQUEST
9. NAME AND TITLE OF PROJECT DIRECTOR Craig Appel, Program Manager	10. SIGNATURE OF PROJECT DIRECTOR <i>Craig Appel</i>	11. DATE OF REPORT 3/31/82
12. COMMENCE REPORT HERE (Continue on plain paper)		

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13. RECEIPT BY GRANTEE CRIMINAL JUSTICE COUNCIL (Official signature)	14. DATE
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State of Connecticut
Governor's Arson Task Force
Arson Control Assistance Program
Accomplishments

NCJRS
JAN 10 1982
ACCOMPLISHMENTS

The design of the Arson Control Assistance Program by the Governor's Arson Task Force identified three major program objectives. The Task Force sought to increase the risk to arsonists by, one, identifying arson fires more accurately and more quickly, two, providing better investigation and prosecution of arson, and three, reduce arson through improved management and prevention efforts. Secondary objectives included improved local coordination, forensic analysis of arson evidence, training, development of prevention systems, refinement of fire data systems and policy development. End-of-project accomplishments can be described as follows:

Goal: Provide anti-arson training for police, fire and prosecutorial personnel

Result Achieved:

At the close of 1981, the following training results were achieved: Comprehensive Arson Investigation Training: Two hundred (200) individuals, completed a 100 hour investigation course. The Commission on Fire Prevention and Control established training on a quarterly basis. For 1982, 150 individuals are expected to attend classes.

General Anti-Arson Training:

110 individuals completed a general 14 hour anti-arson training session. The Commission on Fire Prevention and Control, in conjunction with the Bureau of the State Fire Marshal conducted a 35 hour class for 150 fire investigators in 1981.

Arson Awareness and Detection Training:

A basic anti-arson awareness and detection course currently in high demand by the fire and police community. The Commission on Fire Prevention and Control has offered the program statewide to 286 participants.

U.S. Department of Justice
National Institute of Justice

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Joint Private/Public Training:

The Hartford downtown merchants and security officers, in conjunction with the Governor's Arson Task Force, trained security personnel in arson investigatory techniques. Graduates were expected to handle the investigation of suspicious fires in Hartford's downtown facilities. The Connecticut Security Officers Association, in conjunction with the GAFT received 35 hours (1 week) of intensive arson investigative training.

Juvenile Firesetters:

One hundred (100) educators, administrators, and counseling personnel participated in two day training sessions designed to help identify and treat the juvenile fire setter.

Measurable Impact:

Connecticut was recognized by a national evaluation team as one of a handful of states to institute a comprehensive anti-arson training effort. Fires of undetermined origin dramatically declined by 50% in 12 months. Fires of incendiary origin, identified more accurately, rose by 100%. More accurate and complete collection of arson evidence at fire scenes improved forensic analysis capabilities. Heightened awareness by Connecticut's fire service of the need to treat each fire as a possible arson.

Goal: Provide improved forensic services

Results Achieved:

At year end, a policy recommended by the Governor's Arson Task Force for a central arson forensic laboratory was fully implemented. In comparison to previous years operation, arson forensic activity has increased by 330%. Better evidence collection and packaging contributed to Connecticut's achievement of an accuracy rate 50% greater than any national standard. So successful is the integrated forensic training model, that Connecticut has been selected by the Justice

Department's Bureau of Alcohol, Tobacco and Firearms as a national model for replication.

Goal: Provide better investigation and prosecution

Results Achieved:

Employment of special prosecutors by the State in the area of arson control established the effective strategy of vertical prosecution in Fairfield, Hartford and New Haven Counties. In six months, prosecutors have arrested three times as many arsonists and tried and convicted twice as many arsonists than in previous years.

	<u>1978</u>	<u>1980</u>	<u>1981</u>
Arrests	36	92	301
Convictions	15	30	72

Overall arrests tripled, convictions tripled and arson was no longer labeled as a "difficult" crime to prosecute in Connecticut.

Goal: Develop an accurate fire incident management information system

Results Achieved:

The Department of Public Safety, with the assistance of the insurance industry of Connecticut, transformed a manual information system plagued with reporting inaccuracies and delays, into a model fire incident reporting system. At project's end, the Bureau of the State Fire Marshal reported a 100% compliance rate with high quality control. The State Fire Marshal's Office analyzed key data elements and reported their findings to selected Connecticut communities. Based on those analyses cities like New London, Stamford and Meriden were able to break arson rings or arrest persistent firesetters.

For policy makers, the State Fire Marshal's Office confirmed the Task Force's perceptions.

The trend analysis confirmed a rise in incendiary fires statewide, and a decline in undetermined fires. Arson was responsible for approximately \$22,505,520 in property loss, which may underestimate cash settlements by the insurance industry by \$8,000,000. Assuming much of the property is never rebuilt, the cities and towns of Connecticut may have suffered a tax loss of \$4,096,000 per year as a direct result of arson.

Goal: Reduce arson through improved management and prevention efforts

Results Achieved:

The Justice Commission, as program manager, implemented local arson task forces, helped determine local public policy effecting housing, insurance and local development, worked with demonstration cities to implement arson warning and prevention models and worked towards coordinating the activities of four state agencies and six demonstration sites in the effort to control arson. The Justice Commission suggested legislation which sought to reduce the financial and economic incentives for arson.

The Governor's Arson Task Force
Arson Control Assistance Program
1981 Annual Report

Highlights

Program Results

	1980	1979	%Change
Fire			
Incendiary	2582	1820	+41%
Suspicious	4238	3790	+11%
Undetermined	6541	4550	+43%
Police			
Incidents	2072	2188	- 5%
Arrests	500	312	+60%
Court			
Cases Disposed of	80	66	+21%
Convictions	72	40	+80%
Non-convictions	8	26	-69%
Forensic Analysis	717	117	+512%

ANNUAL MESSAGE

Increases in arrests, convictions, and training marked the program's progress during 1980, the first year of Connecticut's demonstration anti-arson project. It was also a year in which Connecticut built a productive foundation for future arson control progress. Connecticut's performance during this start-up period continued to show the value of our task force program of integrated public safety services.

Incendiary fires were up, while suspicious and undetermined fires declined. Within those figures, our fire investigators turned in the best year ever in accuracy of cause and origin determination. Expenses associated with improvement projects, important to future performances, affected forensic services, training, information systems, prosecution and prevention. Our arrest and conviction rates burgeoned by improved arson identification. The prospects of future anti-arson growth in all our substantive areas remains excellent. We continued to implement our program goals during the year with new personnel, expansions of duties and responsibilities and equipment increases.

In total, we invested approximately \$700,000 in personnel, equipment, data processing and other resources. This represents 84% of our total allocation from federal, state and private sources. This investment has given Connecticut many effective and efficient resources that are strategically located to serve our major urban areas and state agencies.

In the forensic sciences we kept our eyes on the future by adding new equipment and personnel to analyze arson evidence. During the year, the Connecticut State Police opened a new laboratory and added the capability of handling large volumes of evidence. In future years, we expect this laboratory to gain widespread acceptance and to become an important factor in the field of criminal justice. With our ability to provide accurate analysis, Connecticut is at the leading edge of forensic services development.

To continue to satisfy growing demands for arson control training, we built a comprehensive training program during 1980 and planned to continue the service into 1981.

In our fire incident reporting system, the employment of a systems analyst greatly enhanced the state's information program and will contribute importantly to this program's future performance. Our investment in the information system began to show results in mid 1980, with improvements in both the quality of reports and volume. The model fire reporting system has brought better cooperation, quality, efficiency, reliability and feedback, with future gains still to come.

The extra personnel we acquired in the Division of Criminal Justice continued to show that this was an excellent strategy. The inspectors and assistant state's attorneys are becoming a greater factor in our anti-arson efforts, where we are now one of this region's leading prosecutors of arsonists. During the year, we integrated and expanded our prosecutor operations. We completed our employment of staff ahead of schedule and we are now progressing well beyond the start-up phase. By adopting a vertical prosecution model, we increased our capacity to move cases through the court. In some districts, we effectively integrated the arson units with other municipal and federal arson squads.

Our management and technical assistance has been helping to move Connecticut's major municipalities toward the goal of self-sufficiency in arson control and abatement. We anticipate further progress toward municipal self-sufficiency as a result of promising prospects in public education, public school instruction and arson task forces taking on more economic development responsibilities.

On the financial side, we issued \$824,000 in subgrants and were able to extend the life of the program by ten additional months. The Management Team maintained control of policy and allocated existing funds to successful applicants.

The outlook for program success appears better for 1981, although the state budget was unable to absorb the entire arson task force staffing. It now looks as if incendiary fires will increase in identification, however fires of undetermined causes will continue to decline. We are forecasting continued growth in the arrest rate in 1981.

In the longer term, we look forward to continued advances during the next three years. In training, information services, and forensics we have added innovative concepts and are putting in place the kinds of facilities that will serve this sector well in future years.

Last year, the Governor's Arson Task Force published a report that showed that Connecticut, with the appropriate resources, could alter the effects of arson on our cities. We view the exceptional record of first year success as prologue to more of the same in the years to come.

Identification of Arson Fires

1980 was a year of progress for Connecticut's ability to more accurately identify arson fires. New training, forensic services and technical assistance further improved the state's position to build cases against arsonists.

Growing demand for training and forensic services led to the development of key projects. Comprehensive training came on line, implemented by the Commission on Fire Prevention and Control. A grand opening was held at the newly constructed State Police Forensic Laboratory.

Working with a training committee, the Commission on Fire Prevention and Control established basic training needs and procedures for delivery of programs. This new 100 hour training curriculum will result in better use of the state's investigative resources and will take advantage of a promising opportunity to increase arrests.

In addition to arson investigation, the state increased its arson awareness training to first line public safety personnel. Programs for the recruit police officer and fire fighter have been established at training facilities. These programs are among the sector's most efficient and up-to-date.

In summary, the state has come through the design and development phase in excellent position to benefit from the demand for supportive services by local investigators and arson squads. The program assisted 728 individuals in acquiring some form of arson control training. Our forensic science model has succeeded in establishing short turn-around of evidence analysis and high accuracy or positive determination of accelerant presence.

Investigation and Prosecution of Arson

During 1980, Connecticut made substantial progress toward building a solid foundation for successful prosecution of arsonists.

This foundation included acquiring additional personnel in four judicial districts to improve Connecticut's performance in case processing and adjudication.

Major achievements at several locations have also enhanced local municipalities' abilities to follow through on investigations. Investigations at some locations have been greatly improved, sometimes by as much as 1000% in the number of investigations. In another city, arsons originally undetected, occur at a rate of one every other day. The quality of investigations are now excellent and volume is up, with continued improvement to come.

The adaptation of vertical prosecution is beginning to result in substantially upgraded effectiveness and reliability. Improvements include dramatic increases in guilty pleas by defendants, resulting in significant cost benefits and reduced disposition time.

In summary, Connecticut's investigation and prosecution efforts made substantial strides in performance during 1980 that will further establish the state as tough on arson. The investigations initiated, over 700, the investments in training, the expansion of vertical prosecution and cooperation and coordination are all components of a comprehensive program to continue developing Connecticut's potential in the criminal justice field.

Management and Prevention Efforts

During 1980, the Connecticut Justice Commission continued to work with the Task Force, pursuing continued improvement of the Task Force's programs.

For example, working with municipalities in Connecticut the staff reviewed current organization structures, functions and policies affecting arson control. By suggesting various strategies, the staff encouraged local arson task forces to develop prevention programs, investigative squads, information systems and education programs.

With increasing public demands for protection against arsonists, good prevention management and utilization of resources are more important than ever. Connecticut is at the forefront of both management and utilization.

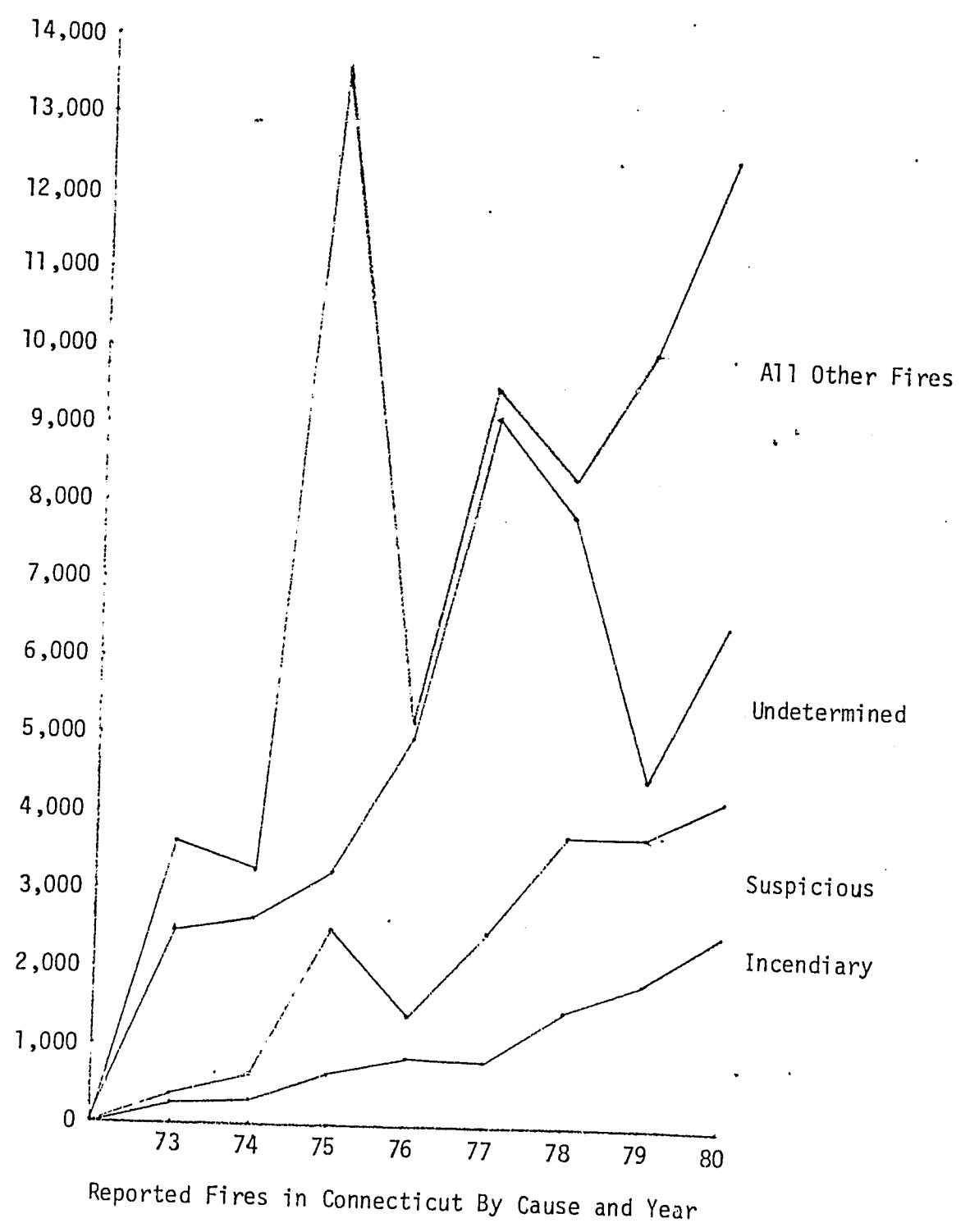
During the most recently completed legislative session, the Task Force introduced five major pieces of legislation relating to arson incentives. Four of the five initiatives passed both houses of the state legislature and were sent to the Governor for his signature. These initiatives are further evidence to assure good long-term results.

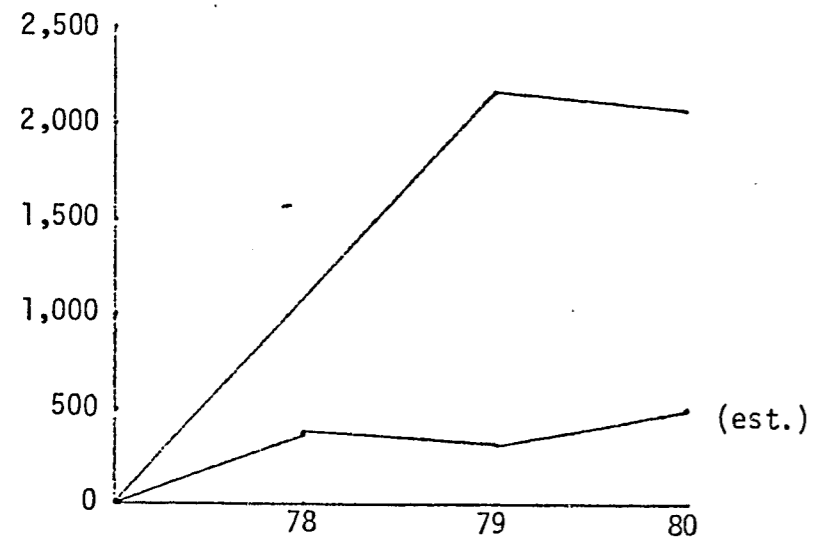
Improved utilization through innovative techniques and advanced information system methods also figure importantly in effective management. Connecticut's new facilities for analyzing data, both fire and police, offer new ways to deploy and utilize public resources.

The state continued to improve use of its other resources through better coordination and development of partnerships. Increased cooperation with the insurance industry lead to the sharing of increasing amounts of information on potential risks, or at-risk properties. The new forensic laboratory received recognition as a national model by the Bureau of Alcohol, Tobacco and Firearms. Trend analyses confirmed a rise in incendiary fires statewide. Arson was responsible for approximately \$22,505,520 in property loss, which may have underestimated the cash settlements by the insurance industry by \$8,000,000. Assuming much of the property is never rebuilt, the cities and towns of Connecticut may have suffered a tax loss of \$4,096,000 as a direct result of arson.

The task force continued to pursue successful applications of techniques and strategies to effect the growth of arson. This program has moved the state to the point of national leadership. Prospects for future successes look promising, particularly as elements of the program are maintained with appropriations from the general fund.

Tables



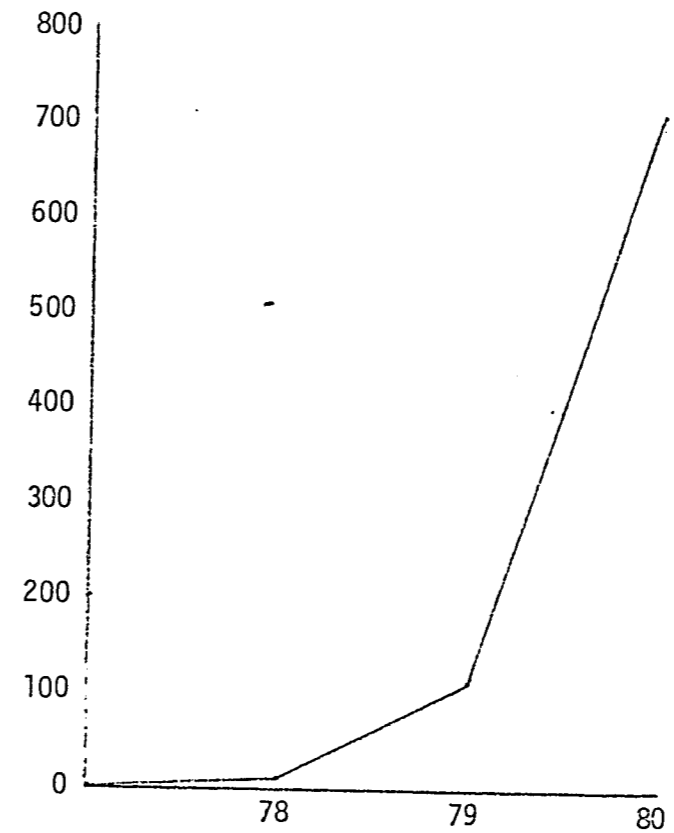


Reported Incidents of Arson and Arrests in Connecticut By Year

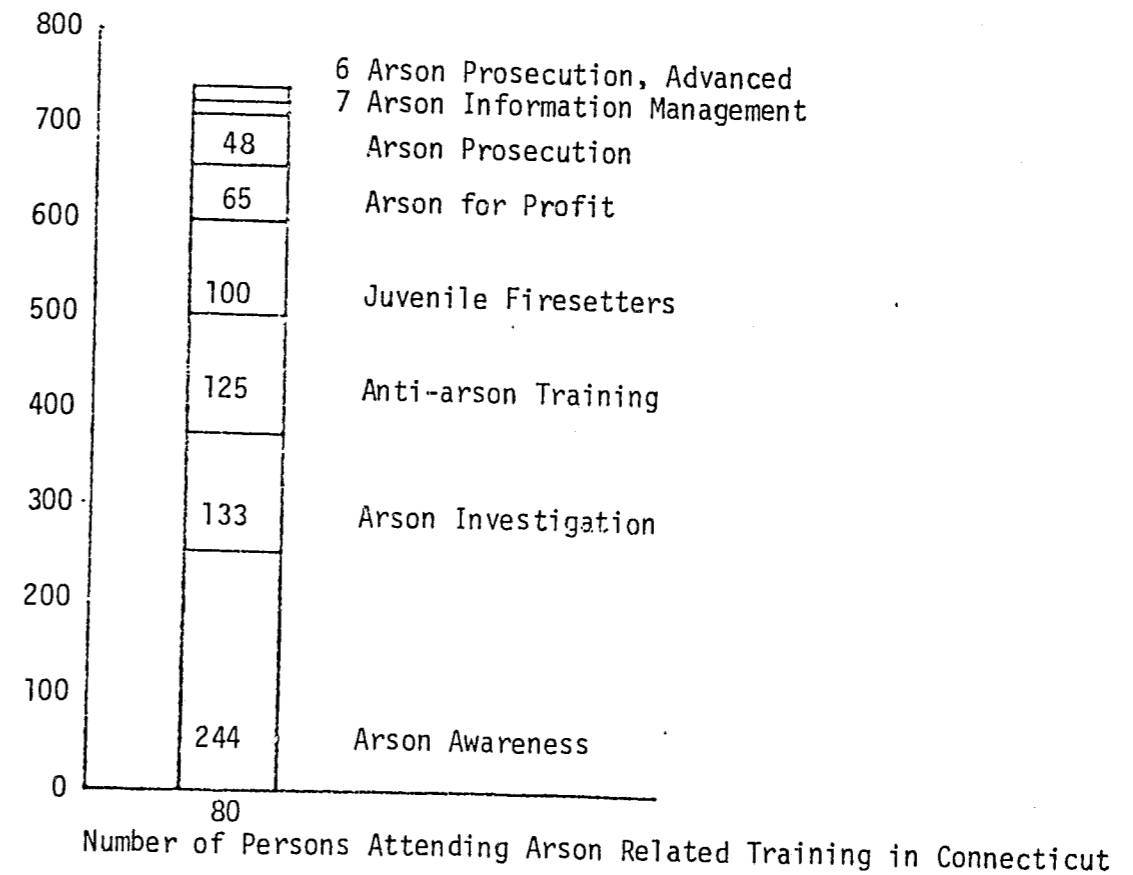
Criminal Cases Disposed of By Superior Court of Connecticut By Outcome



*Unavailable

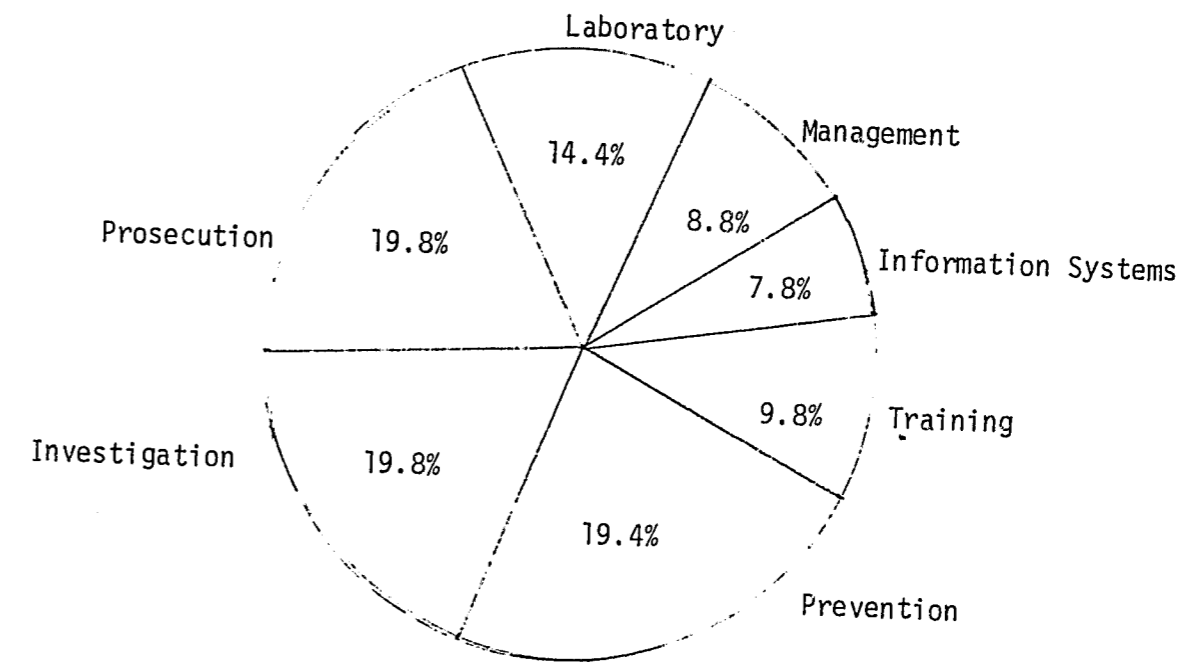


Number of Cases Submitted to Forensic Laboratory for Analysis

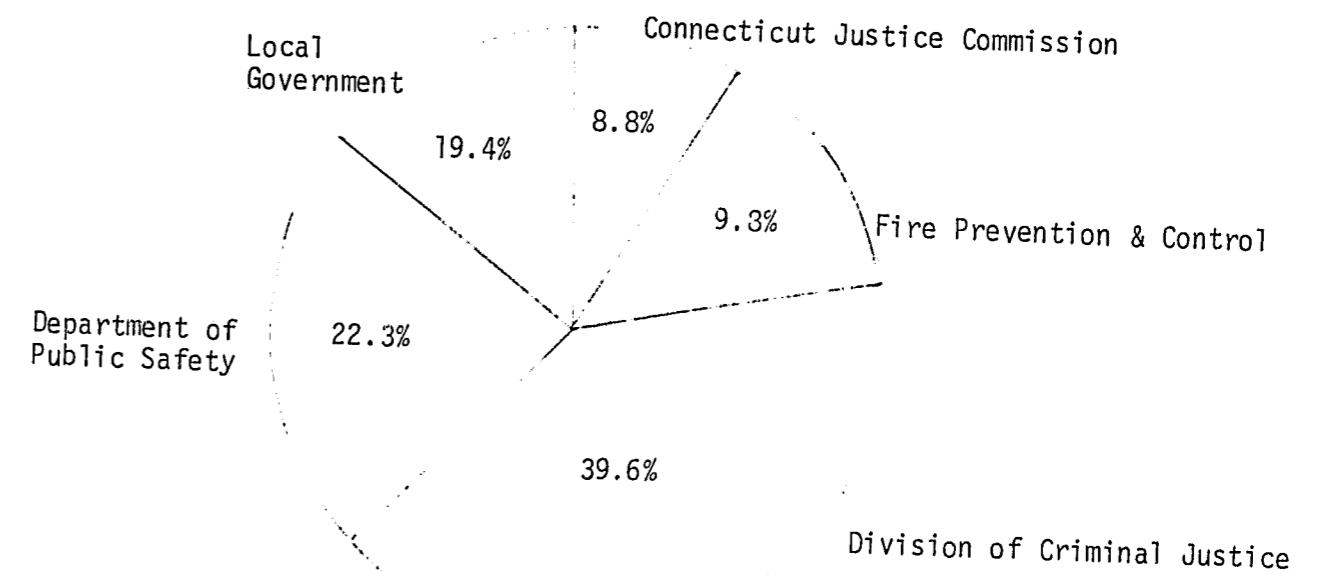


Finances

Finances
Allocations by Programs



Allocations by Agency



Revised
Discretionary Grant Award
Budget

Connecticut Justice Commission
80-CJ-AX-0014-1

<u>Category</u>	<u>Total</u>	<u>Federal</u>	<u>State</u>	<u>Private</u>
Personnel	\$ 44,573.00	\$ 33,718.00	\$ 6,631.00	\$ 4,224.00
Fringe	13,771.00	11,212.00	1,783.00	776.00
Contractual	2,115.00	2,115.00		
Travel	1,500.00	1,500.00		
Consumables	500.00	66.00	115.00	319.00
Other	<u>800.00</u>	<u>800.00</u>		
Totals	\$ 63,259.00	\$ 49,411.00	\$ 8,529.00	\$ 5,319.00

Revised
Discretionary Grant Award
Budget

Judicial Department
80-CJ-AX-0014-2

<u>Category</u>	<u>Total</u>	<u>Federal</u>	<u>State</u>	<u>Private</u>
Personnel	\$ 231,906.00	\$ 191,745.00	\$ 23,371.00	\$ 16,790.00
Fringe	67,080.00	62,285.00	-	4,795.00
Equipment	15,890.00	4,801.00	268.00	10,821.00
Consumables	7,709.00	7,709.00		
Other	4,000.00	3,544.00	456.00	
Total	<u>\$ 326,585.00</u>	<u>\$ 270,084.00</u>	<u>\$ 23,639.00</u>	<u>\$ 32,862.00</u>

Revised
Discretionary Grant Award
Budget

Commission on Fire Prevention and Control
80-CJ-AX-0014-3

<u>Category</u>	<u>Total</u>	<u>Federal</u>	<u>State</u>	<u>Private</u>
Personnel	\$ 41,480.00	\$ 33,627.00	\$ 7,853.00	\$
Fringe	8,800.00	8,800.00		
Equipment	11,345.00	3,345.00		8,000.00
Contractual	9,400.00	2,500.00		6,900.00
Travel	1,500.00	1,500.00		
Consumables	6,200.00	5,200.00		1,000.00
Other	<u>2,300.00</u>	<u>2,300.00</u>		
Total	\$ 81,025.00	\$ 57,272.00	\$ 7,853.00	\$ 15,900.00

Revised
Discretionary Grant Award
Budget

Department of Public Safety
Connecticut State Police
80-CJ-AX-0014-4

<u>Category</u>	<u>Total</u>	<u>Federal</u>	<u>State</u>	<u>Private</u>
Personnel	\$ 49,199.00	\$ 37,145.00	\$	\$ 12,054.00
Fringe	14,371.00	10,928.00		3,443.00
Equipment	55,633.00	14,410.00		41,223.00
Contractual	45,000.00	21,000.00	15,000.00	9,000.00
Travel	2,600.00			2,600.00
Consumables	3,167.00			3,167.00
Rent	11,000.00	9,954.00	1,046.00	
Other	<u>3,065.00</u>		<u>600.00</u>	<u>2,465.00</u>
Total	\$ 184,035.00	\$ 93,437.00	\$ 16,646.00	\$ 73,919.00

Anti-Arson Program in Connecticut

Henry C. Lee, Ph.D.
Chief, Forensic Science Laboratory
Connecticut State Police

and

Craig Appel
Program Manager, Arson Control Assistance Program
Connecticut Justice Commission

The effective control of arson requires interdisciplinary approaches at all sectors in our society. Based upon this concept, Connecticut's Governor's Arson Task Force was formed in 1979 to work with different levels of public and private agencies to attack the arson problem in Connecticut. Increases in arrests and convictions marked the program's progress during 1982, the first year of Connecticut's demonstration anti-arson project. It was also a year in which Connecticut built a productive foundation for future arson control. In this paper, we will discuss the type of physical evidence received and analyzed by Connecticut's State Police Forensic Laboratory. A report on the number of arsonists arrested and convicted is included. Training activities for public safety and prosecutorial personnel conducted in Connecticut during the first year of anti-arson project is being discussed.

Program Description

According to the Connecticut Fire Marshal's Annual Report, there were a total of 12,540 fires in 1976, 21,948 fires in 1977 and 21,346 fires in 1978. Among those reported fires, the number of fires identified as "incendiary fires" grew from 899 in 1976 to 1,473 in 1978, an increase of over 60 percent. The growth in the category of "suspicious fire" was from 1,404 in 1976 to 3,677 in 1978 or a 160 percent increase. In 1978 these two types of fires destroyed property valued over \$10,979,000 and accounted for 30 percent of

the total property loss reported. To deal with the rising arson problem, a Governor's Arson Task Force was set up in 1979. The task force was charged with the responsibility for formulating a better response to the arson problem. In December of 1979, the task force received a \$600,000 grant from the Law Enforcement Assistance Administration to coordinate arson investigation, prosecution and prevention efforts in Connecticut. Connecticut's insurance industry matched this award by adding an additional \$158,000. The State of Connecticut also added to this award by contributing an additional \$67,000. Six cities, Bridgeport, Enfield, Hartford, New Haven, Stamford and Waterbury were targeted as demonstration communities. The task force identified the following five areas that required priority attention:

- (1) improve the coordination of investigation and enforcement efforts.
- (2) provide speedy and adequate forensic laboratory and technical supports.
- (3) improve the effectiveness of prosecution.
- (4) provide better training for the fire investigator.
- (5) develop arson warning and prevention systems.

During the project year, eight intensive 100 hour training programs were implemented. Over 728 individuals were trained in a wide range of anti-arson techniques. The program assisted public safety personnel in acquiring basic as well as advanced knowledge in various aspects of arson control.

Number of Cases Submitted to Laboratory for Analysis of Accelerants

<u>Year</u>	<u>No. of Cases</u>	<u>No. of Items Examined</u>
1977	2	7
1978	21	76
1979	113	354
1980	717	1,835

As the above table indicates, there was a large increase in the number of arson cases submitted to the forensic laboratory for accelerant analysis. For example, the increase from 113 cases in 1979 to 717 in 1980, represented a 512 percent increase. These increases demonstrate that the forensic laboratory has gained widespread acceptance by the fire investigator.

In addition to the accelerant evidence, other types of physical evidence collected from arson scenes and were submitted, at an increase rate of submission to the laboratory for examination. The following table shows the types of analysis requested by submitting agencies:

	<u>Type of Analysis Requested</u>		
	<u>1978</u>	<u>1979</u>	<u>1980</u>
Accelerants	76	354	1,835
Timing Devices	0	2	14
Chemical Analysis	0	11	46
Blood	1	7	52
Fingerprints	3	21	74
Glass and Soil	0	0	5
Toolmarks	0	1	12
Footprints	0	0	3
Clothing	0	1	43
Other	0	1	17

Traditionally, accelerants are generally the only class of evidence collected at an arson scene. However, during the training programs, laboratory staff stressed the need for investigators to collect other classes of evidence, i.e., blood, fingerprints, and clothing. For example, in 1978 in addition to identification of accelerants, only 4 other analysis requests were made.

These training programs have improved the knowledge of investigative units in their ability to more accurately determine the cause of fire. It also improved their ability to recognize and collect physical evidence at the arson scene.

Physical Evidence from Arson Cases

1980 was a year of progress for Connecticut's ability to provide accurate and speedy identification of accelerants in fire debris. An arson laboratory was set up in the recently constructed State Police Forensic Laboratory. An amount of approximately \$100,000 was allocated from federal, state and private resources in order for the forensic laboratory to improve its capabilities in arson evidence analysis. New equipment and additional personnel were added during the year to handle the large increase in volume of physical evidence submitted to the laboratory by arson investigators. The following table shows the total number of cases submitted and the number of items examined by the laboratory.

Since the implementation of the arson training program, as shown in the above table, the laboratory received a large increase in the submission of other types of physical evidence. In 1979, 44 requests were received by the laboratory. These requests included timing device identification, chemical analysis of powder residues, identification and grouping of blood stains, fingerprint processing, toolmarks, clothing and reconstruction. In 1980, 266 requests were submitted increasing the classes of physical evidence to include glass, soil and footprints. Many important arson cases were successfully prosecuted due to the laboratory's findings after the examination of these other classes of physical evidence.

Investigation and Prosecution

Nationally, arson arrest and conviction rates are relatively low, about 9 persons arrested, 2 convicted, and 0.7 incarcerated per 100 fires as incendiary or suspicious. This compares with 21 arrests, 6 convictions and 3 incarcerations per 100 UCR index crimes. In Connecticut, during 1978 out of 5,150 incendiary and suspicious fires only 353 arrests were made and 33 were convicted, with 23 persons confined. Thus, the arrest and conviction rates from Connecticut were below the national average — about 6.8 persons arrested, 0.6 convicted and 0.4 person incarcerated per 100 incendiary or suspicious fires.

However, during 1980, Connecticut made substantial improvements in investigation and prosecution of arson cases. Major achievements in training and technical supports enhanced local government's ability to follow through an investigation. Quantity and the quality of investigations made significant improvements. The arrest rate for arson cases increased from 312 in 1979 to 500 in 1980, or by 60 percent.

The adoption of a vertical prosecution model is beginning to result in substantially increased prosecution. The conviction rate has increased 80 percent from 1979 to 1980. Improvements in investigations also resulted in a dramatic increase in guilty pleas by defendants, which resulted in significant cost reducing benefits and reduced court disposition time.

In summary, the anti-arson project in Connecticut has demonstrated that with the coordination of resources and training, improved forensic laboratory services and application of new investigation and prosecution strategies, the arson problem can be controlled. Connecticut's arson control assistance project results are summarized in the following table.

	<u>1979</u>	<u>1980</u>	<u>% Change</u>
FIRES	10,160	13,361	+33
Incendiary	1,820	2,582	+41
Suspicious	3,790	4,283	+11
Undetermined	4,550	6,541	+43
POLICE			
Investigations	2,188	2,071	-5
Arrests	312	500	+60
COURT CASES			
Convictions	40	72	+80
Non-convictions	26	8	-69
LABORATORY ANALYSIS	118	717	+512

END