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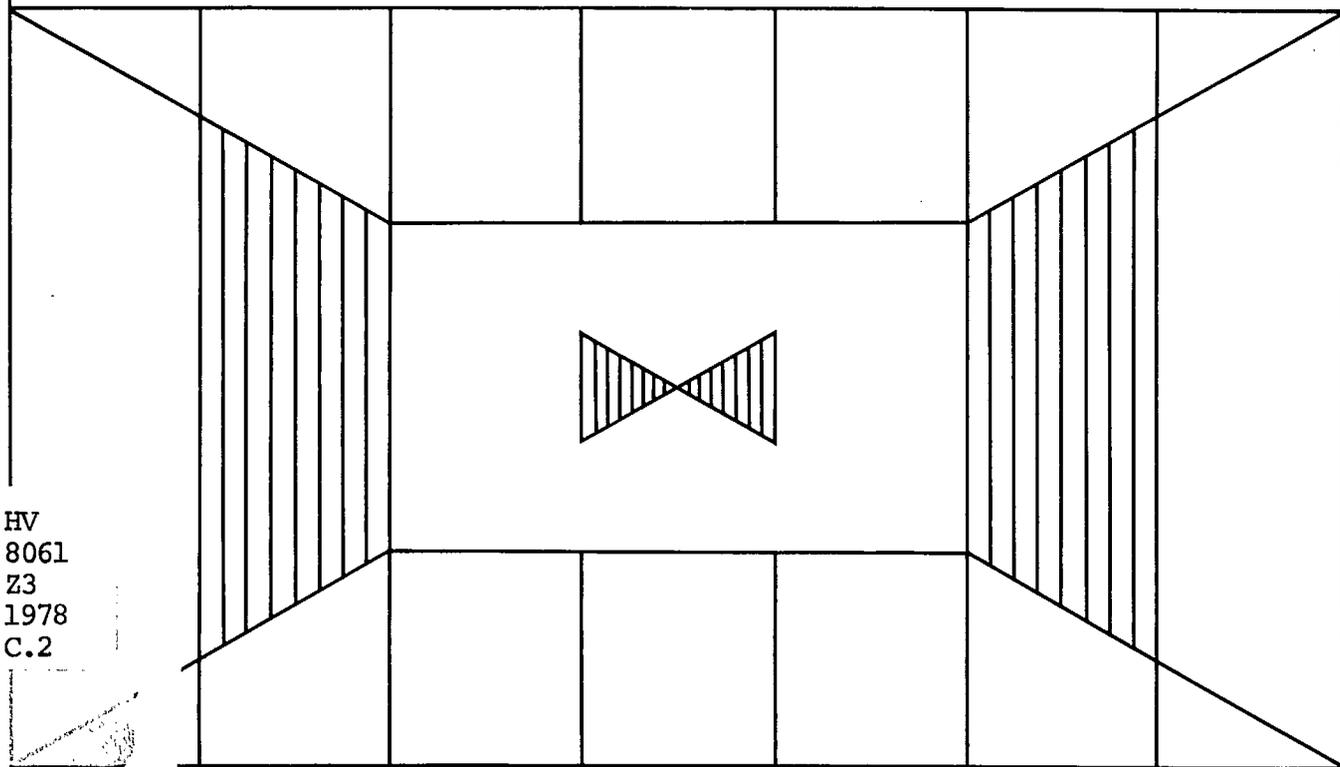
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Operation Identification- A Police Prescriptive Package

by Ted Zaharchuk and Jennifer Lynch



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Prepared under the direction of Gertrude Rosenberg, by Katia Luce Mayer, assisted by Lise Brunet-Aubry, of the International Centre for Comparative Criminology in Montreal.
726 pages, 1977. Available from the Communication Division, Ministry of the Solicitor General, Ottawa K1A 0P8.
- STANLEY, Paul, Crime Prevention through Environmental Design: A Review. 57 pages, 1977. Available from the Communication Division, Ministry of the Solicitor General, Ottawa K1A 0P8.
- WASSON, David K. Community-based Preventive Policing: A Review.
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OPERATION IDENTIFICATION:

A POLICE PRESCRIPTIVE PACKAGE

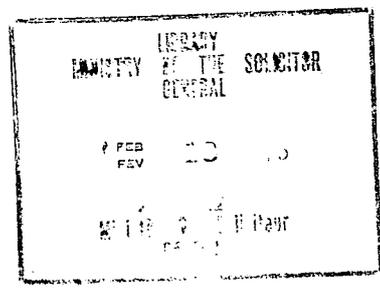
by

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OPERATION IDENTIFICATION: A POLICE

PRESCRIPTIVE PACKAGE

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INTRODUCTION

This monograph describes the Operation Identification (IDENT) program of the Ottawa Police Force. As a crime prevention program IDENT was originally developed by the Monterey Park, California, Police Department in 1963. Basically, the program consists of two aspects:

1. Inducing people to mark their household and commercial effects with some unique, traceable number
2. Conspicuously displaying window and door decals to identify participants

The basic IDENT program has one practical objective: to reduce the number of thefts in any given area by promoting the identification of personal and commercial property. If it succeeds on a broad enough scale it should deter potential offenders, improve the chances of apprehension through anti-fencing operations, facilitate the efficient return of stolen property, and assist in the identification of property in court proceedings.

The Ottawa program has the additional objective of enhancing community well-being and police-community relations.

The object of this report is to describe and document the experience of the Ottawa Police Force with its IDENT program. It is hoped this report will provide interested police chiefs with a graphic illustration of the working principles of IDENT programs generally, and specific information about IDENT in Ottawa. This information will not come in the form of a formal "evaluation". Rather, given an understanding of the Ottawa situation, its demographic, social and crime characteristics, a police chief should be able to compare the Ottawa situation with that of his own jurisdiction and decide upon the applicability of IDENT to his own specific needs and resources. The application of Operation Identification programs in other jurisdictions is also discussed.

The remainder of this report consists of three chapters. The following chapter is an introduction to the conceptual framework of IDENT programs. It describes the major program elements around IDENT, i.e., crime prevention, community education, community relations and target hardening, and provides the reader with a broad frame of reference for understanding the Ottawa application of IDENT.

Chapter II contains the detailed description of the Ottawa IDENT program. It outlines the philosophy, resources, and individual components of Operation Identification.

Finally, the last chapter moves away from the Ottawa experience and provides additional information for police chiefs interested in examining the application of IDENT to their own jurisdiction.

I. THE GENERAL NOTION OF IDENT PROGRAMS

This chapter is designed to provide a general framework for IDENT programs so that implementation decisions can be made more easily.

It answers the question: "Where does IDENT belong in the Ottawa Police crime prevention services?" The question is important for two reasons: first, interest in crime prevention programs is increasing throughout the Canadian Police Community. This interest has come about primarily because of the increasing incidence of crime in Canada, the accompanying increase in policing costs, and decreases in property crime clearance rates. Second, the "language" of crime prevention has become more complex and voluminous over the past decade because of increased practical and academic activity devoted to it.

The language of crime prevention is organized around four concepts which will be explained over the remainder of this chapter. They are:

- A. Crime prevention programs
- B. Community education and community relations programs
- C. Target hardening
- D. IDENT programs

We have devised a simple diagram to illustrate our understanding of these four elements of police-community programs and their relationship to each other. This is shown in Chart I which uses simple graphics to illustrate the relationship between the programs.

A. CRIME PREVENTION PROGRAMS

The largest circle, representing the broadest spectrum of programs, contains all crime prevention activities. This includes all police programs that aim at preventing and deterring crime, or potential offenders.

The increased interest in crime prevention appears to be related to three basic elements:

1. That the crime rates in most Canadian urban jurisdictions are increasing more rapidly than the rate of growth of population
2. That the clearance rates in most jurisdictions, especially for "crimes against property", are decreasing

3. Using almost any index of measurement, the cost of municipal police services is increasing rapidly.

For example, even after adjusting for the rate of inflation, the costs of policing per arrest, per crime, per man-hour of patrol, relative to other municipal services, are increasing at an accelerated rate.

These factors are further complicated by our inability to understand the causes of crime in North American society. In the United States, where significant research funds have been spent investigating the causes of crime, few studies or experts would agree on the basic elements. What does seem clear is that the success of U.S. police departments is not related to the total resources committed for law enforcement purposes. American statistics show that there is a wide variation in "police officers per thousand population" between large urban centres. This variation, however, is not reflected in crime or clearance rates.

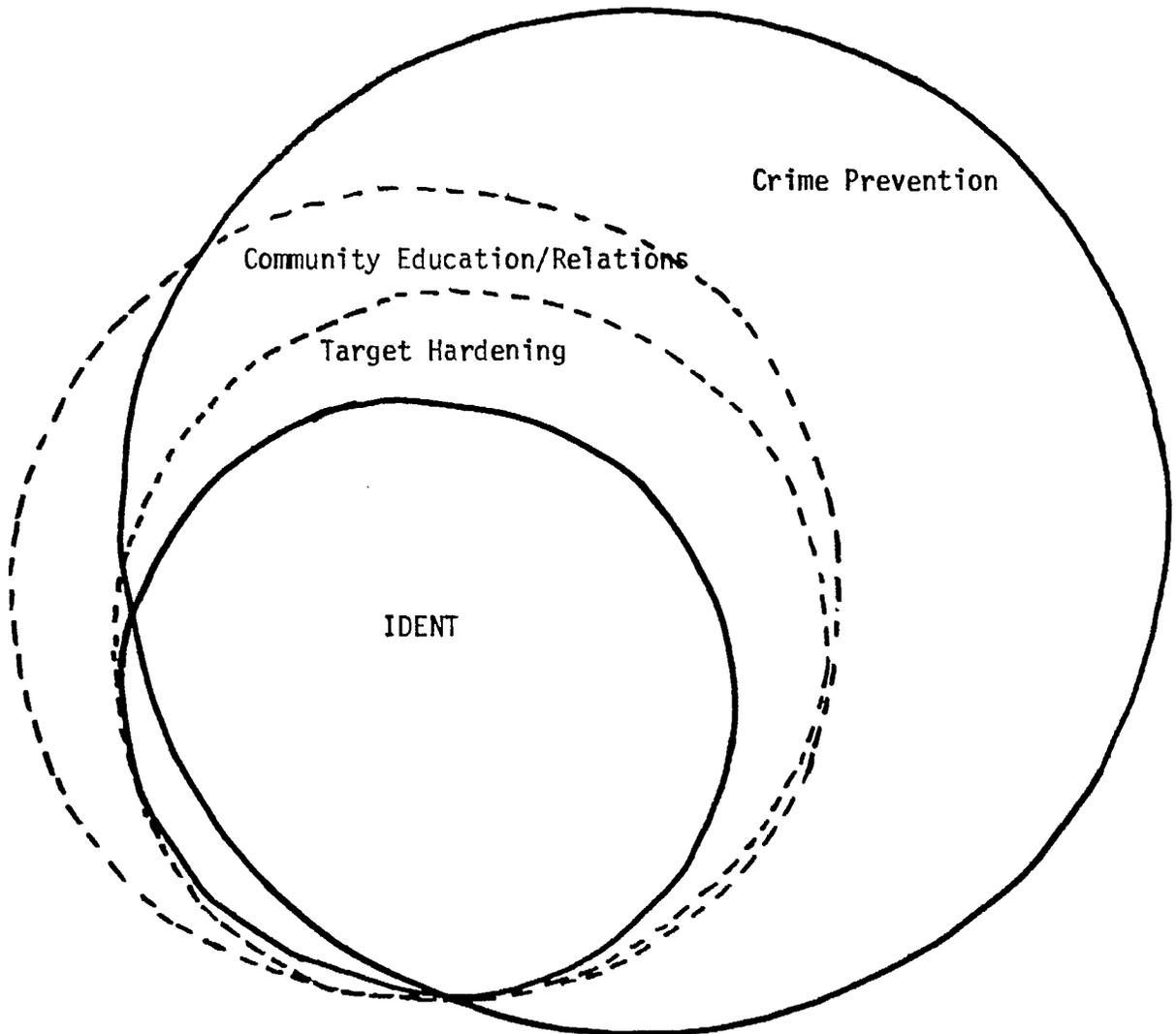
Crime prevention programs represent an attempt to avoid, or at the very least control, the further development of these problems and concerns. Consequently, they are not easily implemented in most police jurisdictions. They require a reorientation of the police "personality". Law enforcement officers must see themselves as the providers of social and community services. This will have to be reflected in selection and recruitment policies, as well as in in-service training programs.

Most new technology which improves the policeman's response effectiveness reduces his capacity to provide social and community services. For example, the mobile patrol unit with its telecommunications and high speed pursuit capability, divorces the patrol constable from his potential social and community relations, and his contact with the public.

The importance of crime prevention programs will continue to be felt by Canadian police departments. It will take time before there are commonly-held views among Canadian police chiefs on their application. The Canadian Association of Chiefs of Police (CACP) has acknowledged the importance of crime prevention programs through its publication of a manual entitled Crime Prevention Programs (Ottawa, 1975). This manual lists the following specific crime prevention

CHART I

The Relationship Between Crime Prevention,
Community Education/Relations, Target Hardening
and IDENT Activities



programs and describes the basic elements of implementation:

- Anti-Hitchhiking Program
- Family Disputes
- Protection for Children (Block Parent)
- Self Protection for Women
- Commercial Security Check Program
- False Business Alarms
- Home Security Visits
- Lock-Up Information System
- Neighbourhood Watch
- School Security Systems
- Fraud Protection, Senior Citizens
- Fraud/Counterfeiting, Public Education
- Fraud Warning Systems, Business
- Abuse and Use of Drugs Information
- Voluntary Surrender of Weapons Program
- False Bank or Business Alarms
- Robbery Warning Information
- Auto Theft Program
- Anti-Bicycle Theft Program
- Anti-Shoplifting Program
- Anti-Ski Theft Program
- Parking Lot Prowlers
- Stolen Property Identification (IDENT)

B. COMMUNITY EDUCATION AND COMMUNITY RELATIONS PROGRAMS

The next smaller circle represents community education and community relations programs. These are primarily designed for crime prevention purposes. Their objective is to sensitize the public to its role in the law enforcement system by convincing citizens to take more responsibility for crime prevention, and to provide police with information and support.

Basic to this program is the assumption that many crimes would either not occur, or their perpetrators would easily be apprehended, if the population was fully aware of, and felt responsible for, criminal activities in their community. Many Canadians, especially those living in large cities, have a fear of the development of the "New York City street syndrome". Although somewhat dramatized, this syndrome is based on stories of muggers and rapists operating in broad daylight, without any onlooker bothering to call the police. A variation on this story has a policeman being attacked by a street gang while onlookers stand by and later refuse to testify because they "don't want to get involved". In response, these programs are aimed at getting people involved.

There is a broad spectrum of programs and procedures being developed in police departments to improve community relations and educate the public. Most of these fall in the area of crime prevention. Examples of programs in this area include:

- Team Policing, which among other things is designed to create a stronger bond between field officers and their communities
- Police/Media Relations
- Radio Crime Broadcasts
- Radio/T.V. Shows
- School and Other Community Presentations
- Citizen Awards
- Mobile Crime Prevention Displays
- Door-To-Door Contracts with the police (including pamphlet distribution)
- Demonstrations at fairs and other meetings

C. TARGET HARDENING PROGRAMS

Target hardening activities are contained almost entirely within the crime prevention and community education, community relations programs. They are designed to physically deter and prevent crime and are usually implemented through police community education and community relations programs. The objective of target hardening is to make family units, individual citizens, and commercial enterprises "harder targets" for the criminal.

Improved community education and community relations programs are the vehicle for target hardening. Community programs serve as communications channels through which target hardening advice travels to the community. There are two different and equally acceptable ways in which target hardening (and all crime prevention) information can be disseminated:

1. All patrol constables can act as major channels of communication with the public. They are trained and expected to maintain constant communication with their beat or sector communities. They use "lock-up programs" or individual home and business security visits as opportunities to improve public target hardening and discuss crime prevention techniques.
2. Special units (crime prevention units) are given the major responsibility for carrying out target

hardening communications. Because of the size of the units, relative to the total size of the urban jurisdiction, they must use more "scientific" techniques for communication. This can range from the use of mass media to the mobilization of volunteers for blitz canvasses in priority crime prevention neighbourhoods.

Most police departments interested in crime prevention are making use of a balanced communications program with the public. That is, both patrol constables and special crime prevention units play important roles in the communication function. In these circumstances, the crime prevention units may have the additional function of conducting (or stimulating) in-service training programs to improve the community relations profile of patrol constables.

D. THE SCOPE OF IDENT IN CRIME PREVENTION PROGRAMS

The smallest circle identifies the scope and nature of IDENT programs. While IDENT programs have a crime prevention focus, some of their effectiveness is gained through target hardening and community education and community relations. Another aim of their application is to deter potential offenders (opportunists). Finally, apprehension activities are supported through the improved ability to identify stolen objects, notify their owners, and collect evidence for successful charges against offenders possessing these articles.

On the basis of our review of existing programs in Canadian police departments (and additional U.S. literature), we have concluded that there is no such thing as a pure IDENT program. They contain elements of crime prevention, community relations, and target hardening. Therefore, we cannot easily compare IDENT programs as they have evolved in Canadian and American police departments; nor can we specify, according to some concrete set of criteria, how they should evolve for particular police departments. Every police department has its own organizational format, management style, interpretation of the scope of crime prevention in its public service, and social and geographic nuances. IDENT, therefore, will assume a different look as it is developed to meet the needs of different police departments.

To gain maximum leverage, the Ottawa Police Force carefully and deliberately designed its IDENT program to satisfy its own specific conditions; its program contains almost the entire crime prevention thrust. It is directed as much to community education, community relations and target hardening purposes as it is to the specific IDENT purpose of reducing the number of thefts.

In the next chapter we will be looking at the mechanics of the Ottawa Police Force IDENT program. The program has been highly successful, but as with all crime prevention programs its success should be viewed in terms of the following parameters:

1. Resources

Although adequate resources have been made available, the police financial commitment has been modest.

2. Objectives

Community relations objectives predominate the operating style in the Ottawa Police Force IDENT program.

3. Community Involvement

Program managers have devoted a significant effort to encouraging and maintaining the interest of community volunteers. The program's success is dependent on community involvement.

Ottawa is not the only police department to devote its resources to an IDENT program. Variations of the Ottawa theme can be obtained from the following incomplete list of other departments involved with IDENT programs:

- Burnaby, British Columbia
- Edmonton, Alberta
- Goderich, Ontario
- London, Ontario
- Metropolitan Toronto, Ontario
- Montreal Urban Community, Quebec
- Nepean Township, Ontario
- New Westminster, British Columbia
- Oak Bay, British Columbia
- Ontario Provincial Police
- Quebec Provincial Police (Operation Vulcan)
- Regina, Saskatchewan
- St. John, New Brunswick
- Thunder Bay, Ontario
- Vancouver, British Columbia

II. THE OTTAWA OPERATION IDENTIFICATION EXPERIENCE

A. BACKGROUND

Operation Identification was first launched in Ottawa, a medium-sized city of 350,000 people in an area of 42 square miles, by the Ottawa Independent Insurance Agents' Association in conjunction with the Ontario Insurance Agents' and Brokers' Association, in mid-1973.

The insurance group advocated the use of either the social insurance number or drivers' licence number as an identification mark. They purchased a number of electric engravers and made them available on request.

A poster was designed to advertise the program and a decal (shown below) was provided to home-owners participating in Operation Identification.

WE HAVE JOINED...

operation identification

All items of value on these premises have been marked
for fast and ready identification by the Police.

Sponsored by your independent insurance agent.



Unfortunately, very few Ottawa residents took advantage of the program. The insurance group recognized the need to achieve wider coverage and asked for the help of the Ottawa Police Force.

The task of continuing and revising Operation Identification fell within the scope of the Ottawa Police Force's Crime Prevention and Community Relations Section, led by Staff Sergeant Victor Rawlins. The Section had been formed in 1974 to work with, and educate members of the community in methods of crime prevention.

The Ottawa Force is composed of 535 commissioned and non-commissioned officers, plus 100 civilians.

The Crime Prevention Team is composed of:

- 1 Staff Sergeant
- 1 Sergeant
- 1 Full-time Female Constable
- and on a weekly rotation basis, one member of the Crime Prevention Patrol Unit, which is part of the Youth Liaison Branch.

B. PHILOSOPHY

The Ottawa Force realized that there were three invaluable effects of a successful Operation Identification program:

1. Deterrence: The chief aim of any Operation Identification is deterrence. It is hoped that a would-be thief would be more reluctant to steal an object with an identifying mark on it, and more hesitant to enter a home that has been "marked".
2. Identification of property; return of property to owner: Operation Identification is a real boon to the police in determining the ownership of a recovered object, whether lost or stolen.
3. Community well-being and enhanced community relations: It is important that citizens not only be secure, but also feel secure. The knowledge that Operation Identification has been instituted throughout a community can have this effect. Furthermore, the role played by the police in introducing the program to the community goes a long way in enhancing the police image in the eyes of the citizen.

It is the theory of the Ottawa Police Force that crimes of the residential break-and-enter type are more often committed by a "youthful opportunist" who resides in the community and knows where everybody lives, what schedules they have, who is on vacation, etc. It is therefore very important that the youth in the community is aware that Operation Identification is working in his community.

This can best be achieved by converting -- or diverting -- the would-be "youthful opportunist" into a "youthful engraver". Parents should be advised to have children at home while the engraving is being done, and to have the child actually do some of engraving. It is believed that youthful engravers will communicate the existence and extent of the program to their schoolmates, resulting in a drop in the break-and-enter rate.

Another potential benefit of the marking program is the creation of more attention and concern about the source of goods. The result could be a smaller market for stolen goods. And without a buyer for stolen goods, a thief would be more reluctant to commit the theft. Specifically in relation to the "youthful opportunist" theory, a child's knowledge that his parents might notice the presence of a strange identification mark would make him more reluctant to have a stolen article in his possession. Parents, too, would be less likely to accept excuses he might have used previously -- that he bought the item with his allowance or traded something for it.

The philosophy of the Ottawa Force is that crime prevention, originally a matter of public concern, should again become the responsibility of the citizens of a community. With a series of security lectures promoting Ottawa's Block Parent, Neighbourhood Watch and related programs, the members of the Crime Prevention Section attempt to increase citizen awareness of crime prevention techniques and encourage citizen participation in crime prevention programs. The success of Operation Identification and other crime prevention programs in Ottawa is maximized by the application of this philosophy of shifting the responsibility for crime prevention back to the community.

With this philosophy inherent in the Ottawa Police Department's Operation Identification program, the success of the program depended upon the degree of citizen involvement achieved. The community had to be reached through effective communication links, through the media and police/citizen encounters. The criminal element had to be reached effectively to create the deterrent effects hoped for, through the same methods.

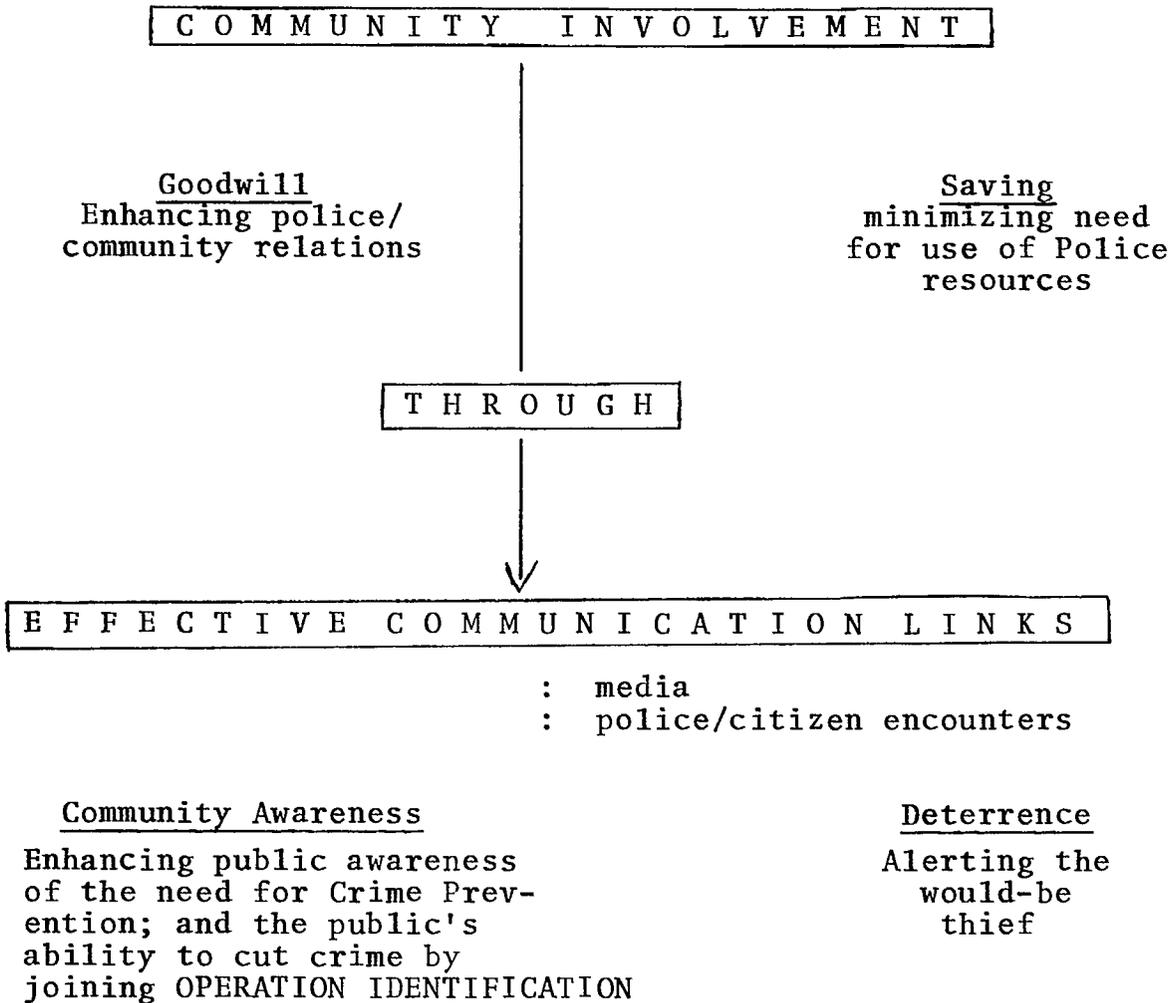
The community, if successfully enlisted in the program, would benefit directly from a reduction in crime and from improved efficiency in return of stolen property. Indirectly,

the participating citizen would receive the less tangible rewards of an increased feeling of security and the satisfaction of having contributed to the general well-being of his community.

The police would benefit from improved community relations and from a real saving of police resources in terms of manpower and money.

MAIN ELEMENTS OF OTTAWA POLICE FORCE'S OPERATION IDENTIFICATION

"Shift The Responsibility Back To The Community"



C. IMPLEMENTATION

1. Selection of the Identification Mark

The Ottawa Police Force gave much thought to the selection of the best form of identification mark to be used in the marking of personal property.

The unsuccessful Insurance Agents' program has used the social insurance number as well as driver's licence number. Other cities had used names, addresses, provincial or state driver's licence numbers, code numbers, and "secret symbol" markings of the skull and crossbones variety. Any of these markings could be useful locally, assuming that a central register of the identifying marks was kept, and assuming that local law enforcement officers were familiar enough with the type of mark being used to recognize it as an identifying mark likely to be on their force's central file.

Clearly, however, problems arise:

- there may be no central register in the locale;
- the object may be moved, by owner or by thief, to a new locale;
- dozens of people may choose the same identifying mark;
- a police force finding a marked article whose mark did not correspond to one on its central file would have no other recourse than to check with every other city in North America.

Admittedly, the Canadian Police Information Centre (CPIC) can help if there has been an appropriate entry in the Property File. If there has been no stolen property report, however, the task is a hopeless one.

Use of the driver's licence number and the social insurance number are perhaps the most frequent identification marks used. However, use of the driver permit number was decided against, after the following considerations:

- the driver permit number is a provincially-assigned number, necessitating a check of every provincial file upon recovery of an article marked with the driver permit number;

- the driver permit number is not immediately recognizable as a driver permit number -- there is no guarantee that an officer finding such a marked object would know to check it out as such a number;
- driver permit numbers are not assigned on a once-in-a-lifetime basis. An individual who moves from province to province may during the course of his life, have several different driver permit numbers. To make his property easily identifiable in each province, he would technically have to remark all of his goods each time a new number was assigned;
- provincial numbers are very long, they have an average of 14 digits, making engraving a more difficult process;
- many individuals do not have, and never acquire, a driver's licence. This factor particularly affects elderly people and youths.

Use of the social insurance number precluded many of the problems that the driver's permit number raised:

- the social insurance number is very distinctive and easily recognizable. It consists of nine digits organized in three groups of three, each group separated by a hyphen;
- it is a national number, assigned to one person, for a lifetime and is traceable, no matter where the individual moves;
- it is relatively short, and easy to engrave;
- every individual can apply for a social insurance number, regardless of age or other limiting factors.

For the above reasons, the Ottawa Police Force decided to use the social insurance number as a nation-wide starting point in their program to facilitate the return of recovered property to rightful owners.

Unfortunately, the Federal Government does not permit Canadian police forces to have access to its social insurance number files. This factor necessitated implementation of the following procedure:

1. Maintenance of a file containing lists of the users of the program and their corresponding social insurance numbers. (Every force in Canada having an Operation Identification program using social insurance numbers would need to maintain a similar file.)
2. If an article is recovered with the recognizable social insurance number marked on it, the finding force must first check its files to determine if it belongs to a local individual.
3. Should the local check prove negative, a request should be made through CPIC to determine whether there has been a stolen-property report made with respect to the particular item (or with respect to any other item owned by the holder of the same social insurance number).
4. Should nothing turn up through CPIC telexed inquiries would be made to those forces known to have instituted an Operation Identification program.

2. Equipment

a. The electric engraver

To be involved with an Operation Identification program, an electric engraving pencil is not required. An individual may use an icepick, a sharp needle, or any other sharp instrument as a means of scratching his social insurance number on any property he desires to mark.

However, an electric engraving pencil is more convenient, can be used more quickly and efficiently and, by more people. It is easier to manipulate which is a help to the elderly who may not be able to hold an ordinary sharp instrument.

There are different types of engravers in use, ranging in price from \$9.00 to \$22.00. The Ottawa Police recommend the use of a heavy-duty engraver as being most practical in situations where the engraver will be used, perhaps, thousands of times. The home or business owner could purchase a less expensive, less durable, engraver which would suffice for his own use.

There are three types of engravers available: diamond, steel and carbide. The Ottawa Police Force found the cost of the diamond tip prohibitive; the steel tip of no practical use; and thus settled with the carbide tip as most appropriate for use on the project.

As with many items, engravers can usually be obtained at wholesale prices when purchased in quantity. The Ottawa Police Force has accumulated 52 engravers, all of them without cost to the Force. Twenty-five were donated by the Ottawa Insurance Agents' Association (at a cost of about \$350), and the remainder were supplied by outside individuals and businesses.

The electric engravers are sold under warranty, usually one year in length. Knowledge of this fact and use of warranty privileges can cut down on the cost of repairs. The Ottawa Police have found that the heavy-duty engravers have, generally, lasted up to two-and-a-half years without need for repairs. Damage to engravers has been minimal, and is mainly due to the wearing out of the carbide tip. As well, a few motors have burned out.

Borrowers of the engravers are required to sign a "release" form which contains a clause holding the individual responsible for any damage to the engraver. However, to date, no one has been held responsible, and the repair cost has been borne by the Force or the Ottawa Insurance Association in instances where the warranty had expired.

Some potential users of the engraver have been deterred by its noise and vibration, fearing it to be dangerous.

There is absolutely no danger to the individual during proper use of the engraver. To quell the fears that spring up, often during question and answer periods after a crime prevention and security lecture, the demonstrator runs the tip of the machine, while it is in motion, across his arms and hands, noting to the audience that it will not penetrate the skin unless the point is jabbed.

This demonstration has proved to be effective, and has persuaded some people who had been fearful of the engraver to join the program.

Many engravers are equipped with a dial which, when used on the "low" indicator, slightly reduces the noise emitted by the machine. The use of the dial, however, also slightly reduces the depth of the engraving and should therefore be discouraged wherever possible.

Electric engravers can be used to mark:

Adding Machines	Musical Instruments
Appliances	Outboard Motors
Battery Chargers	Photography Equipment
Bicycles	Power Tools
Binoculars	Radios
Cameras	Sewing Machines
Cheque Protectors	Small Hand Tools
Cottage Items	Snowmobiles
(e.g. Water Pump)	Sporting Goods
Fishing Tackle	Tape Recorders
Golf Clubs	Televisions
Guns	Typewriters
Jewellery	

b. Other tools and methods

Marking of different types of property can be of concern where the use of the electric engraver may be dangerous to the object or mar its beauty. The following methods have been found to be effective:

Fur coats

The social insurance number can be stitched in the lining or marked on the underside of the pelt with a pen or felt tip marker.

Rugs

Rugs can be marked in the same manner as furs.

Paintings

The number can be engraved on the back of the frame, and marked directly upon the canvas with a non-toxic child's crayon - the larger the marking, the better the deterrent.

Glass

Glass can be engraved with the electric pencil, but it is wise to simply scratch the social insurance number on with a darning needle when marking delicate china.

Silverware/Jewellery

As with glass, silver objects too can be engraved with the electric pencil. However, it is recommended that pieces of flatware and jewellery too small to be engraved be taken to a jeweller who will use a small professional tool for the engraving. The marking of a few pieces of flatware rather than every piece may be all that is necessary as an effective method of ensuring identification.

Antiques

The Ottawa Force found that some home-owners were reluctant to mark their antiques, although these objects are very attractive to thieves and therefore should be marked.

One argument which proved persuasive was that the marking of one's social insurance number on the property actually enhances its historic value for future generations who will be interested in tracing the history of the object. The marking, therefore, has much the same effect as jewellers' marks inside clock and watch casings.

Photographs

Photographs are another good source of identification. The Ottawa Police often recommend that photographs, preferably in colour, be taken of jewellery, antiques, sculpture, valuable knick-knacks and paintings and that copies be left in security boxes or with insurance agents.

Invisible Ink Pens

Many forces are familiar with the invisible ink pens which are on the market. The pen writes in a clear liquid which when dry is invisible to the eye and requires the use of an ultraviolet light to reveal whether and what markings exist. A portable, electric ultraviolet light is available, approximately ten inches in length, weighing approximately one and one-half pounds.

Advertisements regarding these invisible pens state that the invisible pen is endorsed by all police forces and that the ink's invisibility precludes the thief from seeing and erasing the marking, with the result that the mark remains for future

identification by the police. The advertising also states that clothing and, in particular, hospital linen can be marked with the invisible pen and that such markings are permanent. However, there is a caution in advertising that clothing should be remarked after washing or dry cleaning.

The Ottawa Force has considered these pens for use in their Operation Identification program, but decided against them, with certain exceptions, for the following reasons:

- The deterrent value of the program is negated. The would-be-thief and subsequent purchaser have no way of knowing that the item is marked.
- The likelihood of recovery is greatly diminished. Not only are the thieves and police not aware of the marking, there is nothing to bring it to the attention of anyone who finds the object. While an engraved number might alert a finder to the possibility that the owner is traceable, few constables and even fewer citizens will think to scan the object with an ultraviolet light to find out whether it contains an invisible identifying number.
- The permanence of the marking is not ensured; the mark may be smudged or washed off.
- Convenience is lost, since there is a need for an ultraviolet light and an electrical outlet.
- Costs escalate. The pens cost approximately \$4.00 each, and will mark only 25 - 55 articles before running dry. They are non-refillable. Compare this with the electric engraver, which can be borrowed at no cost and is a permanent tool.
- Time required to locate the marking with the ultraviolet light can be as much as 45 minutes. This negates the practicality of checking each "found" when it comes across the check-in counter at the Police Station.

- A window sticker is provided with the pen, but it is small and makes no mention of local police enforcement. It is felt to be a less effective deterrent to crime than the Ottawa program.

However, the invisible marking pen can be useful in certain situations, and is encouraged for objects where the standard engraving pencil or other methods would mar the beauty of the object, e.g.

- Stocks and bonds
- Personal papers
- Coin and stamp sets
- "Bait" coins for vending machines, or bait property in stores, used for providing evidence for court purposes

3. Advertising and Promotion

It was clear to the Ottawa Police Force from the outset that an Operation Identification program must have the support of the community to be effective. If one single factor could be selected as a reason for the success of the Operation Identification program in Ottawa, it would be the ability of the Crime Prevention and Community Relations Section to design effective advertising tools and enlist the support of the media. As detailed below, the Department employed virtually every advertising and promotional instrument in the community in their efforts to reach the citizens of Ottawa - and, at nominal cost to the Ottawa Police Force.

a. Advertising as a Deterrent...The Decal

Objects must not only be marked, they must appear to be marked!!



**We have joined...
OTTAWA POLICE
FORCE...in
OPERATION
IDENTIFICATION**

All items of value on these premises have been marked for fast identification by the Police

Sponsored by your Independent Insurance Agent



An important feature of Ottawa's Operation Identification is the warning decal, pictured on the previous page. These decals are an adaptation of the earlier decal designed by the Independent Insurance Agents' Association. The first decal was rectangular, seven and one-half inches long by one and one-half inches deep, almost completely red with white and black lettering on it.

The Ottawa Force decided to experiment with a smaller, squarish decal upon which is depicted a stop sign symbol in fire-engine red and a verbal warning, indicating that the goods have been marked, but also that there is danger to the thief in entering the premises.

The stop sign symbol is universally known as giving a warning to "stay out" -- "danger" -- irrespective of language.

Another feature of the decal is that the combination of stop symbol and white lettered "WARNING!" incites the curiosity of the would-be thief to read further, at which time he is made aware of the fact that the household contains marked valuables.

The thief need read only once -- due to the unique shape of the decal it is immediately recognizable and not easily forgotten. Should he run into the decal again, the warning stop sign alone will alert him from a distance that Operation Identification has preceded him. He may not even enter the driveway.

In Ottawa, there are strict controls kept on the decals. They are issued from the Police Station and through independent insurance companies, either with the lending of the engraver or upon specific request from an individual who has marked his goods with an engraver from another source. Decals are restricted to the number of main entrances to the building, in general, only two per home. The reasons for this are threefold:

- Economic considerations; decals cost approximately 9¢ each
- Control of the availability of decals; the Force wants to reduce the possibility of abuse of the program through use of the decals in an unmarked household

- Would-be thieves generally attempt to gain access to a dwelling through a door. In fact, the Ottawa Force's experience is that a thief will usually go to the front door of the dwelling and knock. If he receives no answer, he will generally go to the rear door and not only knock but pound on the door to gain the attention of anyone inside. If there is no answer, he then assumes there is nobody home and will enter through the rear door or a basement window.

Assuming this theory is correct, the thief will have seen the decal at least once, and probably twice. If he has paid no attention to it, there is little use of plastering stickers on every possible entry to the home.

In some cases, where a third side door is available, a third decal is given. But the vast majority of cases call for only two decals.

With regard to schools and businesses, usually more doors are involved and therefore more decals are made available.

Two types of decals were used during the first stages of the program: one for adhering to the inside of glass windows (sticky-front) and another for placing on outside solid surfaces such as apartment doors (sticky-back). One of each type of sticker was placed in each of the engraver kits.

It became apparent that the sticky-front window stickers were not being used. Individuals were requesting sticky-back door stickers, primarily because they had no glass available and required decals for an outside surface. However, they were not returning the original window decal issued, thus reducing the Ottawa Police's control on decal use.

When the Force re-ordered decals, only the sticky-back type were ordered. These decals replaced the sticky-front labels, but could also be used on glass by being applied on the outside. There was a money saving because the sticky-back decals are less costly. The fact that the sticky-back label can be used on any surface made it unnecessary to supply any extra decals and reduced the probability of unused decals being used for "false advertising".

One Ottawa-based firm that had marked all of its tools and property inside and outside of its building and compound -- including 200 vehicles and their costly tools and equipment -- placed a request to be supplied with sufficient decals to affix on each of its trucks, to deter anyone thinking of stealing from the trucks.

Unfortunately, this could not be done. The decals were designed for premises only and the great number needed would have placed a serious strain on the limited stock.

The solution was quick, simple and cost-free to the Ottawa Force. The Force assisted the security manager of the business in designing a special "vehicle warning" decal -- based on the same warning stop sign symbol used in the premise decal -- and referred the company to the local firm supplying the police decals.

The company had 3,000 decals made, kept a supply of 500 from which they labelled their own vehicles and donated the remainder to the Ottawa Police, for use on any other appropriate vehicles. (The truck decals cost the firm \$111.99 per thousand.)



**We have
joined... OTTAWA POLICE
...in OPERATION
IDENTIFICATION**

All items of value have been
marked for fast identification by the Police

The company referred to took further steps in marking its compound by having six giant "decals" made of plywood, 2 1/2 feet x 3 feet. The plywood was painted by a silk screening process. One of these giant signs was donated to the Force for lecture and display purposes, and the remaining five were installed strategically around the outside of the wired compound.

The art work for the police decal was produced by a local freelance artist at a cost of \$45. No other expense for decals has been incurred by the Ottawa Police. The entire cost of producing the decals, approximately 20,000 during the two years of the program, has been borne by the Ottawa Insurance Agents' Association.

The decals are purchased from:

Prodecal Limited,
125 Beckwith Street East,
P.O. Box 64,
PERTH, Ontario.

One modification the Ottawa Police recommends for future decals, costs permitting, is printing in reflective ink to allow it to be seen at night. Should it not be feasible to have the entire decal made up in reflective ink, it may be reasonable to have only the "stop sign" symbol printed in reflective ink on a plain ink background.

b. Newspaper Advertisements

One full page ad was placed in three local newspapers (two English and one French) on May 4, 1974.

The Citizen, Ottawa, Saturday, May 4, 1974, Page 29



Note here that the thief used in the unsuccessful insurance group Operation Identification program was replaced by a more "menacing" crook. The Police paid the same freelance artist who had designed the decal \$55 for the original art work. This new, improved "thug" is used in most police promotional activities and gives an effective personification to the criminal problem Operation Identification attempts to solve.

This effective advertisement for the new Ottawa Operation Identification program was again sponsored by the Ottawa Independent Insurance Agents' Association. The \$3,375 cost was covered, in part, by regular association members dues. In addition, the agents were offered "hookers" -- their names on a tag running along the bottom or side of the advertisement. These cost the individual agent \$10 each.

In addition to this one-time paid newspaper advertisement, the local press co-operated with special write-ups and editorials -- invaluable free aids to reach the citizens of Ottawa.

c. Television Guides

Ads were placed in two local television guides (one a newspaper supplement) for three or four weeks in a row. These advertisements were donated by the media involved.

YOU'RE NEXT!
BECAUSE
I CAN
DISPOSE OF
UNMARKED
GOODS.

MARK YOUR
POSSESSIONS...
JOIN

OPERATION
IDENTIFICATION

CONTACT THE OTTAWA POLICE FORCE | YOUR INDEPENDENT INSURANCE AGENT

d. Radio and Television

The Force used every opportunity to promote Operation Identification on radio and television talk shows.

They were aided by a well-known announcer whose home was broken into. He called the police station, found out about the program, and volunteered to produce jingles using his equipment and voice - all at no charge to the force. The recordings were distributed and used in public service announcements on local radio stations.

In March, 1975, due to growing public interest in the Operation Identification program, the popular CBC television show, Market Place, produced a special seven-minute segment on the program. It was telecast nationally. As a result of the television coverage, the Department received telephone calls, letters, and telegrams from across the country, requesting more information on the program.

Each request the Department received about Operation Identification was responded to. "Press Kits" were mailed. (see page 37). One Maritime police chief who requested and received a press kit, later flew to Ottawa and made a point of spending some time with the Crime Prevention and Community Relations Team. In Kelowna, B.C., the city council was sitting down to a meeting when the Market Place segment on Operation Identification in Ottawa was aired and became so interested that a letter was immediately drafted to the Ottawa Police Force requesting more information on the program.

SUGGESTED RADIO COMMERCIAL

"OPERATION IDENTIFICATION" 60 seconds

If you're worried about the rising incidence of burglary in Ottawa, now you have a chance to do something about it.

The OTTAWA POLICE AND YOUR INDEPENDENT INSURANCE AGENT, is sponsoring a program called "OPERATION IDENTIFICATION".

Its purpose is to reduce burglary in the community and your participation costs you nothing. Simply contact the OTTAWA POLICE or your INDEPENDENT INSURANCE AGENT, and you will be loaned an electric engraver to mark your SOCIAL INSURANCE number on all your home valuables...including auto accessories such as tape decks, radios or even the hub caps. When you return the engraver, you'll be given warning stickers for your home or vehicle to discourage potential thieves. Remember, burglars don't like to steal identifiable objects. We urge your participation in putting a thief out of business by contacting your INDEPENDENT INSURANCE AGENT or the OTTAWA POLICE.

FROM OTTAWA POLICE

CONTACT DET/SGT V. RAWLINS at 236-0311 Local 236

SUGGESTED RADIO COMMERCIAL

"OPERATION IDENTIFICATION" 60 seconds

(APPROPRIATE MUSIC: HOLD UNDER ANNCR.)

ANNCR: Here's the straight goods on "OPERATION IDENTIFICATION" from the OTTAWA POLICE and your INDEPENDENT INSURANCE AGENT.....

Voice 1: "OPERATION IDENTIFICATION" is a program designed to put a thief out of business by discouraging theft and notifying potential thieves that this action has been taken.

You etch your SOCIAL INSURANCE number on portable items of value such as cameras, radios, televisions and bikes. A warning window sticker for your home discourages theft by serving notice to thieves that your valuables are marked.

Window stickers and engraving pencils are available, without cost or obligation from your INDEPENDENT INSURANCE AGENT or the OTTAWA POLICE.

ANNCR: If you're interested in putting a thief out of business, get started with a visit to your INDEPENDENT INSURANCE AGENT or the OTTAWA POLICE.

FROM OTTAWA POLICE

CONTACT DET/SGT V. RAWLINS at 236-0311 Local 236

e. Busboards

Advertising on Ottawa Transit Corporation buses is handled through a Montreal-based advertising syndicate. As a community service, this syndicate donated space for 88" x 22" metal signs on fifty buses for over one year. The value of rental space on the buses for this period has been estimated at \$150,000.

The Insurance Agents' Association again donated money to the program. They paid the reduced rate of \$3 per sign for silk-screening the busboards. The Force was able to waive the \$5 cost of each of the aluminum boards by using the reverse side of board used in a previous crime prevention program.

The "thug" was becoming very familiar to citizens, as he rode around Ottawa pointing his warning finger.



f. Brochures

In the two years of the program there have been about 22,000 brochures printed by the Ottawa Police Force. They deal with crime prevention programs, including Operation Identification. It is impossible to count the numbers that relate only to Operation Identification because some relate to more than one program, but specific to the program are such brochures as:

- An introductory piece on the program, (see page 34)

- A form for recording items marked, for citizen use (page³⁵)
- Helpful hints in using the electric engraving pencil (page ³⁶)
- Introduction to "Operation Bike Identification"

The brochures are handed out during community lectures, at exhibitions, during Police Week and wherever else police displays are set up. They are made available at police stations; any individual coming into the station to inquire about a community-oriented program is given at least one brochure and usually several others for distribution to his neighbours. They are also given out by insurance agents, and officers distribute the brochures periodically while on patrol or when specific requests are made.

The Ottawa Police have absorbed the cost of producing the brochures. An estimate of expenses includes a \$6 per hour charge for about three man hours to run off the brochures on a copy machine, ink costs of about \$1, paper costs of about \$55. The total cost has been nominal for this invaluable, well-used and effective method of communicating information on the Operation Identification program.

Intentions are to produce smaller brochures for including in city tax and hydro bills, thus ensuring delivery into every home and business in Ottawa. This mailing procedure has been used effectively in other security campaigns conducted by the Ottawa Police Force.



To the occupant:

Here is your introduction to OPERATION IDENTIFICATION, a timely, effective public service program that is designed to help your community, your police force, and you.

How? The details are available but in essence, this is a program to make it easy for people to put personal identification on small, high-value items that are common targets for thieves. And, with this, a way to warn thieves that your household valuables have been so marked.

Sounds too simple to be effective, you think? Well in the town where this type of program began, the burglary rate dropped by 30 per cent in one month and in an eight year period, only three out of 4,000 homes marked with "OPERATION IDENTIFICATION" warnings, were burglarized.

This program is designed to put the thief out of business. To participate, a citizen engraves his SOCIAL SECURITY number on all household possessions such as cameras, binoculars, portable television sets, etc. Valuables in or on a motor vehicle, lawn equipment and even the childrens' bicycles.

The special engraving pencil required, easy to use as a ball point pen, is available free of charge on loan from your local Independent Insurance Agent or the Ottawa Police Force.

Endorse this community project by participating in it. Mark your valuables for identification and help your police put a thief out of business.....

THANK YOU

CALL YOUR INDEPENDENT INSURANCE AGENT OR:
OTTAWA POLICE FORCE....236-0311

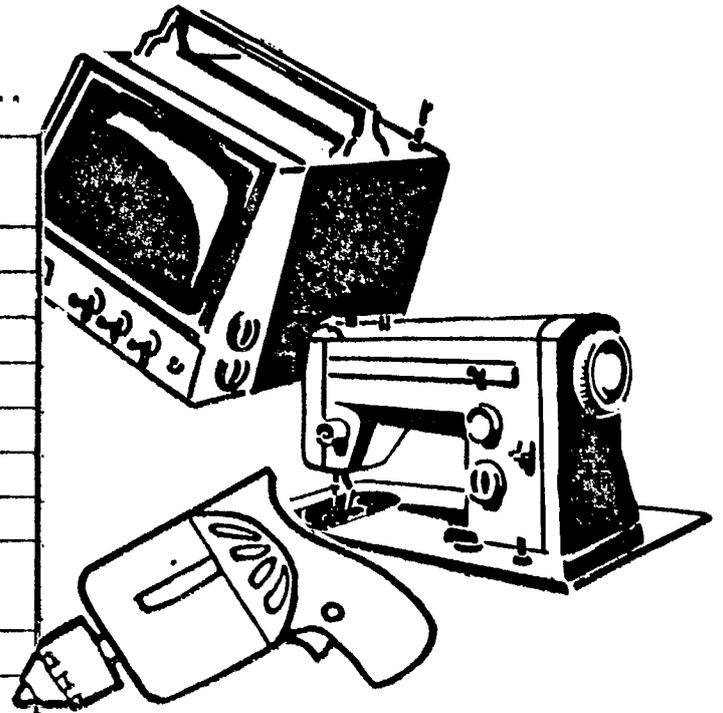


Attached is a list of valuables which police records indicate are most often stolen from homes. Inscribe your SOCIAL SECURITY number on the items you want marked, and avoid marking on removable parts such as lids, doors, plates, etc.

When you complete the form, file it in a safe place and perhaps send a copy to your insurance agent. If any marked items are lost or stolen, notify your police force or/and your independent insurance agent immediately and present your list. This information will help the police to recover your property and return it to you.

SOCIAL SECURITY #.....

ITEMS	MFR. SERIAL NO.
Adding machines	
Appliances	
Battery chargers	
Bicycles	
Binoculars	
Cameras	
Cheque protectors	
Cottage items (water pump)	
Fishing tackle	
Golf clubs	
Guns	
Jewelry	
Lawnmowers (power)	
Musical instruments	
Outboard motors	
Photography equipment (Projectors, enlargers)	
Power tools	
Radios	
Record players, stereos	
Sewing machines	
Small hand tools	
Snowmobiles	
Sporting goods (ski equipment)	
Tape recorders	
Televisions	
Typewriters	



**MARK YOUR
POSSESSIONS...
JOIN**

 **OPERATION
IDENTIFICATION**

CONTACT THE OTTAWA POLICE FORCE | YOUR INDEPENDENT INSURANCE AGENT

HELPFUL HINTS IN USING THE ELCTRIC ENGRAVING PENCIL

You have been loaned an electric engraving "pencil" which can be used to carve your SOCIAL INSURANCE number on almost any substance.....We urge you to read the following before starting your engraving of valuable objects:

1. Your SOCIAL INSURANCE number provides PROOF POSITIVE of your personal possessions.
2. Your engraving should be as close to the appliance label as possible.. but this is not essential. It is also suggested that you make a list of your valuables and note where you put the number.
3. A smooth and unpainted metallic surface works best...though paint poses no problem. The engraver works easiest on solid surfaces.
4. Your number doesn't have to be in an orderly horizontal line. For example, on a bicycle you can string the numbers out in a vertical line on some tubular part of the frame.
5. The bigger you engrave numbers, the easier it is to mark. The underside or back of all appliances afford ample room for the engraving job without defacing the finished side of the object.
6. Don't let the engraver scare you. It sounds terrible vibrating at an average 7200 strokes per minute, but remember, you will be doing your engraving job on the bottom or back of valuable articles where nobody but you will see how neat you are. If you make a mistake, just start again.
7. No special skills are needed, it handles and writes like a pencil. The ELECTRIC ENGRAVER makes PERMANENT MARKS ON HARD OR SEMI-HARD MATERIALS. It engraves wood, plastic, glass, brass, silver, aluminum, ceramics and many other types of materials. A few minutes practice on some piece of scrap material makes almost anyone a skilful engraver.
8. Do not press down when using the engraver....allow the tip to make a full stroke and to do the work by moving the hand slowly.
9. Any valuable articles of clothing such as a fur coat , stich the SOCIAL INSURANCE number in the lining.
10. Jewellery can be marked with the SOCIAL INSURANCE number by the use of a smaller more refined engraver at your local jeweller for a small fee.

IMPORTANT: Notify the police or your independent insurance agent of any change of address, phone number or if you sell or trade anything you have marked. This is very important in order to keep the records accurate.....

(FORM 210)



OPERATION IDENTIFICATION

g. Information or Press Kits

As interest grew, the Ottawa Police Force had many inquiries about the organization of their program. Inquiries have come from such far away places as Zanzibar, Scotland Yard, Germany, Los Angeles, Florida, and Australia, as well as from citizen groups and individuals across Canada.

A "press kit" was designed, containing:

- Information flyer, introducing Operation Identification (page 34)
- Helpful Hints in Using the Electric Engraving Pencil (page 36)
- Security Check List of items to be examined during a security check (page 35)
- Emergency Phone Number sticker
- Sample file cards (page 40)
- Criminal Description Sheet
- News release describing "Operation Bike Identification"
- Forms used by borrowers of Ottawa Police Force's electric engravers (see page 44)
- "Fraud Facts" flyer
- Press clippings

Many of these information sheets were previously described.

An original batch of 80 kits were sent out to radio and television stations and local police departments. Another 100 to 150 have been sent to anyone else who asked for them.

The Ottawa Police Department has produced the kits. As most of the materials within them are brochures, there has been very little additional expense involved in their production.

h. Posters

Two sizes of posters, in English and French, have been widely distributed to stores on the main commercial streets of Ottawa. Each bank in the city received one English and French poster. Shopping plazas in the suburbs also displayed these advertisements for the program.

The posters cost approximately \$480. The ever-generous Insurance Agents' Association absorbed this cost also.

i. Displays and Exhibits

In May, 1974, a display was prepared for the Police Week exhibit.

A \$100 donation from the Independent Insurance Agents' Association was used to buy the material for the billboard-type display. The display was built by an officer who volunteered to build the display in his basement workshop. He constructed a "hugely" effective "thug" poster from three 4' x 8' sheets of masonite, assembled with 1" x 3" bracings to form an 8' x 12' area where poster art work was enlarged and painted with special paints. The sign was constructed so that it could be taken apart - a portability feature which was to be put to good use.

The poster has been used effectively for many varied ventures, including Operation Bike Identification (see page 51).

Large displays have been set up in shopping centres and at Ottawa's Central Canada Exhibition. At each of these displays, the program has been further promoted by officers stationed at the display, who demonstrated the use of engravers, and passed out brochures.

Smaller displays have been presented at such places as:

- The yearly Senior Citizen Day Exhibition of crafts, displays and entertainment
- The Locksmiths Convention (held in Ottawa in June, 1976)

- Boys clubs
- Community field days, and others

j. Billboard

Several years ago, the owners of a billboard located on Bank Street - a busy, commercial street in central Ottawa, donated the space to the Ottawa-Carleton Safety Council. It was not being used by the Council and was offered to the Police Department to publicize its crime prevention programs.

An Operation Identification billboard was put up in mid-August of this year. It will carry the program's message for three months, then it is changed.

The owners of the billboard clean and repaint the sign every three months. A local sign painter, charging \$75 to \$100 each time the billboard is painted, has been paid for by the Independent Insurance Agents' Association

4. The Lending Procedure

Engravers are kept with the Ottawa Police in the Crime Prevention and Community Relations Section Office. Requests for the loan of an engraver are made by individuals directly to that office, either in writing, by telephone or in person. Engravers, in any case, are loaned on a first-come-first-served basis.

In Ottawa, each person who uses Operation Identification fills out a file card which is arranged, by social insurance number, in a file maintained in the Crime Prevention and Community Relations Office. A sample is shown below:

	<i>Social Insurance No.</i>	<i>Date</i>
	<i>Surname</i>	<i>Given Names</i>
FRONT	<i>Address</i>	<i>Home Phone No.</i>
		<i>Business Phone No.</i>
	<input type="checkbox"/> <i>For record purposes only.</i>	
	<input type="checkbox"/> <i>I wish to apply for the loan of an engraver.</i>	
	<i>Date Contacted</i>	<i>Office Use Only (Form C-54)</i>

Place card in envelope

BACK
Mail to: OTTAWA POLICE FORCE
60 WALLER STREET
OTTAWA, ONTARIO
K1N 7G5

OPERATION IDENTIFICATION PROGRAM

Att.: - C.I.D.

Only basic information is maintained. The Force experimented with keeping lists of the actual objects marked, but discovered that this was a costly waste of time; lists became obsolete almost as soon as they were made, and did not aid in the eventual return of goods to the owner. The social insurance number marked on the goods, coupled with the ability to link that number with the proper owner, are the only essential elements of the Identification program. The owner of marked goods is, however, encouraged to keep a personal record of goods he has marked and the manufacturer's serial number. The Department supplies a form to be used for this purpose. (See page 35).

The file card used by the police to record the social insurance number of an individual who has engraved his goods is also used to record the request for a loan of an engraver, but filed in a separate "waiting list" file box.

Written Requests

As written requests for engravers come in, a card is simply filled out with the name of the person requesting, his telephone number, address, and any other pertinent information which is made available at the time of the request. The card is then filed at the back of the waiting list file.

Each day, as engravers are returned, telephone calls are made to the persons next on the waiting list. In each instance, the borrower must come into the station to the third floor Crime Prevention Office to pick up the engraver.

Telephone Requests

An individual whose request comes by telephone is spoken to by one of the crime prevention officers, who attempts to persuade the individual to seek another source for the engraver, in order to avoid the long waiting list. Such other sources are:

- Private purchase from a local hardware store. If this avenue is taken, the individual is then advised to write to the Force, providing name, address, telephone number, social insurance number and stamped addressed envelope.

A file card is then filled out by a Crime Prevention staff member and decals are mailed to the "subscriber".

In cases where the individual does not enclose a stamped envelope, the cost of mailing the decals is borne by the Force.

- Borrowing from an independent insurance agent. In the Ottawa area, the vast majority of these agents have one or two engraving pencils in their offices as part of their sponsorship of the program, and loan their engravers to customers on request. The agent will supply the decals and advise their client how to register with the Force.

If, however, an individual opts to be added to the waiting list rather than to exploring some other avenue, a filing card is completed and added to the list.

In-Person Requests

A number of individuals, unaware of the waiting list, drop by the police station to inquire about borrowing an engraver. In many cases, the Ottawa Police will waive the waiting requirement if there is an engraver available and allow the citizen to borrow an engraver on the spot. The reason is to promote good public relations; although the citizen understands the concept of a waiting list, if sent away without an engraver he may later lose the keen desire to mark his goods by the time his name comes up. Furthermore, the citizen who comes directly to the station is often one who has suddenly felt some immediate need to mark his possessions -- perhaps an attempted break-in in his home or in that of a neighbour, and the loan of an engraver to such an individual may well deter a theft.

Personal attendance at the station by the borrower, be it spontaneous or requested during written or telephone communications, has many advantages:

- It minimizes manpower required to deal with the lending of engravers and allows demonstration
- The picking up and returning of engravers are often the citizen's first visits to the police station and his first encounters with a police

officer in his "home setting". The citizen is always most appreciative of the public service being rendered and goes away with a good impression. The result is enhanced community relations

- It is also a good opportunity to provide citizens with information on other types of security.

When the individual comes to the station to pick up his engraver, he is supplied with an engraver kit, containing the following:

- An engraver
- An instruction pamphlet dealing with the use of the engraver
- A check-list for recording articles marked, with space provided for recording serial numbers (sample on page 35)
- Two decals
- Other crime prevention materials:
 - A pamphlet dealing with self-defence for women
 - A pamphlet on home security
 - An emergency phone number decal to be placed on the telephone cradle.

Borrowers are also required to sign a release form (see sample on next page).



THE UNDERSIGNED, IN CONSIDERATION OF THE LOAN OF ELECTRIC ENGRAVER NO. _____
RELEASES AND DISCHARGES THE CITY OF OTTAWA, ITS AGENTS AND EMPLOYEES FROM ANY
AND ALL LIABILITY, REAL OR PERSONAL, FOR ANY INJURIES OR DAMAGES, ARISING OUT
OF THE USE OF SAID ENGRAVER BY THE UNDERSIGNED, OR ANY OTHER PERSON, WHILE SAID
ENGRAVER IS ON LOAN FROM THE CITY OF OTTAWA AND FURTHER AGREES TO REIMBURSE THE
CITY FOR ANY DAMAGES TO OR LOSS OF SAID ENGRAVER. THIS ENGRAVER SHALL BE RETURNED
TO THE OTTAWA POLICE FORCE, 48 HOURS AFTER RECEIPT OF SAME.

1. ISSUED BY _____

NAME OF BORROWER _____

DATE _____

SIGNATURE _____

2. RETURNED TO _____

ADDRESS _____

DATE _____

PHONE NO. _____

3. ENGRAVER CONDITION _____

I.D. SOCIAL INSURANCE NUMBER

- 44 -



When the engraver kit is turned over to the citizen, the officer arranging the loan always requests that the borrower circulate the engraver as much as possible during the 48-hour lending period, in order that others may hear of and take advantage of the program.

It is suggested to the individual that he form a "security pocket" by having his neighbours in front, behind and on both sides of his residence, mark their goods. Whatever deterrent qualities the identification program has will be maximized by the increased number of "marked" residences. It often occurs that each of the other neighbours involved in the original security pocket creates his own security pocket, thus extending the program even more and continuing its impetus as a self-promoting program.

Whenever an individual requests an extension on the 48-hour lending period of an engraver to make it available to his neighbours, the extension is willingly granted.

Citizen cooperation in picking up the engravers when called and in returning them on time is excellent.

In the few occasions when an individual has been tardy in coming to the station after having been informed that an engraver is waiting for him, his card is re-filed at the back of the waiting request file and the available engraver lent to the next person on the list.

During the entire course of the project, only one engraver has been lost. It was left in a vehicle which was stolen. The vehicle, but not the engraver was later recovered. The loss was paid for by the car owner's insurance.

It is a measure of the success of the Operation Identification program in Ottawa that the waiting period for the 42 engravers the Police Department has is more than five weeks long.

5. Manpower

a. Ottawa Police Force

Police expenditure of manpower for Operation Identification is impossible to accurately calculate. The four-member Crime Prevention and Community Relations Team alone have volunteered innumerable

hours in their enthusiastic promotion of the program, doing "unusual" assignments such as building giant signs in their basements. Other members of the Force have donated time as well. The issue is complicated by the fact that there is no separate budget for Operation Identification. The Crime Prevention and Community Relations team works on other crime prevention programs as well as Operation Identification.

However, some educated estimates of the time devoted to the program have been made. During the conceptual stages of the program, an estimated 40 man-hours were devoted to working with the local insurance association, visiting businesses, printers, commercial artists and the media.

On the average, maintaining the program has required one or two man-hours per day to telephone people on waiting lists, prepare engraver kits and arrange engraver loans, fill out and file request cards and registrations, and answer telephone inquiries about the program.

Obviously, however, these estimates of man-hours devoted to the program have varied according to public interest and promotional activities.

In addition, the Crime Prevention and Community Relations Section has devoted many hours to community lectures on Operation Identification and other crime prevention programs. The one- or two-hour lectures usually describe all of the current programs. A certain amount of overtime is incurred in this activity.

As well, many hours have been donated by other members of the force on a voluntary basis, particularly during the beginnings of the Revelstoke project (see page 48) and Operation Bike Identification (see page 54).

A police printer has spent about eight hours per year producing the various information material needed to describe and promote the crime prevention program.

A very popular training program has been instituted by the Ottawa Police to train personnel in crime prevention programs, including Operation Identification. An objective of the course is to train police officers to give community lectures.

Taught and attended on a volunteer basis, the first course has been recently completed. Twenty officers attended five weekly three-hour sessions.

The course includes:

- Locks
- Alarms
- House security
- Business security
- Vertical policing (policing in high-rise buildings)
- Hold-up prevention
- Operation Identification
- Rape prevention
- General crime prevention

Graduates of the course are awarded two credits towards a 120-credit diploma course in law and security offered by the local Algonquin Community College.

The course will encourage police participation in crime prevention programs and produce more trained officers able to advise and assist the public in crime prevention techniques.

b. Local Insurance Agents' Association

The Ottawa insurance agents groups deserve much credit for their unselfish contributions of time and money to the Operation Identification program. They, too, committed untold hours to designing the program. They provide invaluable continuing support through the supply of engravers to citizens and through encouragement of the program in the course of their work. Association members also assisted in the Revelstoke Project which is described later in this book.

In the first year, the Association contributed \$5,000; in each subsequent year of the program, \$1,000 was contributed to the Police Operation Identification program.

c. The Community

As has been emphasized throughout this description of Ottawa's Operation Identification, the entire program was designed for community involvement; without this involvement, none of the successes would have been possible without a much larger budget.

Ottawa citizens have been involved in organizing committees, meetings, and lectures. The media and various production services have given their services to the program, frequently at reduced cost or no cost at all.

Individuals have taken responsibility for marking their own goods and furthering the program in their own neighbourhoods. A measure of the degree to which the community has responded to the program lies in the police record of involvement through their file cards:

- 73 businesses, 169 schools, 2 universities and 12 churches have been marked under "Operation 900"
- 18,000 home and business owners have joined Operation Identification
- 10,000 bike owners have joined Operation Bike Identification.

6. Specific Identification Programs in Ottawa

a. Revelstoke

To launch their Operation Identification program, the Ottawa Police chose a neighbourhood area to be "blanketed" by the program. They had two reasons for doing so:

1. Increased public awareness: covering an entire neighbourhood would make the program more visible than it would be if only sprinkled throughout the Ottawa area.
2. A test: the effectiveness of the program could be tested by studying crime statistics before and after implementation of the program; as well, the "security pocket" theory (page 45) could be tested.

The test area chosen was the Revelstoke Drive area, a residential community of 145 houses. The area had several features that were advantageous for the program:

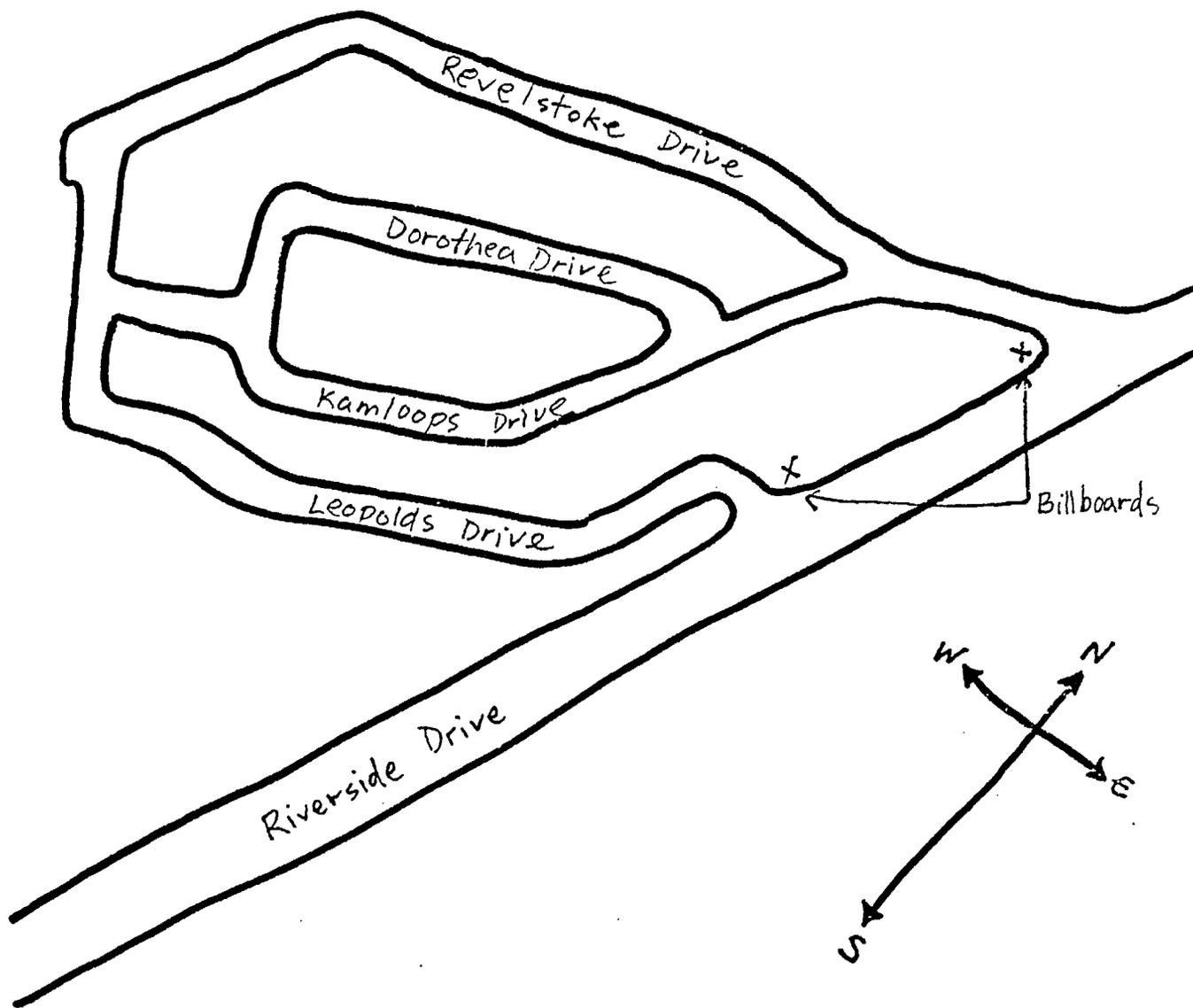
- The citizens of the community had shown concern with crime in the area and had approached the Ottawa Police requesting help to curb the problem.
- The area is residential, middle income, with many school-aged children. The theory of the Ottawa Police that many residential break-ins are perpetrated by resident "youthful opportunists" could be tested.
- The area has special geographic features: it is made up of four streets, is enclosed, and has only two entrances. These features enabled it to be truly a controlled area, and allowed the Force to develop a conspicuous special advertising program with billboards at both entrances.

A small committee of concerned Revelstoke home-owners was formed. The committee arranged a meeting place within the community, appointed an evening for a lecture and produced an introductory letter describing Operation Identification (printed by a member of the community). The letter was distributed to each Revelstoke Drive home by various children's groups, girl guides, boy scouts and paper boys

On the appointed evening, a police officer lectured on the Operation Identification program and demonstrated the use of the engraver. Other security measures were discussed, including general safety tips regarding locks, shrubbery, etc. The crime prevention officer was there to gain public support and confidence for Operation Identification, provide the members of the community with the know-how to implement the program and stress the importance of maintaining a link with the police.

The lecture was followed up with a telephone call to each member of the community. The voters' list was used, the names divided among the committee members. Callers were responsible for outlining the project in detail and appointing a time for marking their goods.

Community of Revelstoke Drive



The organizing committee arranged for the purchase of engravers by local business owners and service clubs and for their distribution throughout the community.

The Police provided the committee with decals and file cards for distribution in the community each time the engraver was used. The citizen was to mail in his completed file card to the Police after engraving.

In "Revelstoke", the marking of goods was done in each home by a two-man team: a police officer and a member of the Ottawa Insurance Agents' Association. This project was the only time that police officers attended residences to assist in marking.

Taking advantage of the fact that there are only two entrances to the community, two signs were constructed and placed, one at each entrance, as deterrents.

Each of these signs is 4' x 8' and made of 3/4" plywood, painted with enamel, and standing on steel posts. Two and one-half years after installation, these signs are still intact.



Painting of the entrance signs was done by a local high school art class. As well as cutting down the costs of the signs, this had the added advantage of further advertising the program to local youths.

Clearances were obtained with local telephone, hydro, waterworks and gas companies for the digging of holes. The posts were set in concrete. Manpower used for erecting the signs included police, insurance and community volunteers.

All 145 homes in the area were marked - about 80,000 objects engraved - an average 55 objects per home. All homes were marked over a two-week period. It took an average of 45 minutes to mark each home.

Changes of ownership have occurred in a few instances. The new residents are being encouraged to join the program.

There is little doubt that Operation Identification succeeded in reducing theft of objects in the "Revelstoke" area. The accrued benefits of citizen awareness of crime prevention techniques and of enhanced citizen/police relations cannot be measured. The following statistics illustrate the possible effects of the program in terms of crime reduction:

Pre-IDENT: In 1973, there were 15 break-and-enters in the test area. Many costly articles were taken, e.g. television sets, stereos, radios, jewellery.

IDENT: February, 1974. All homes in the area were marked over a two-week period.

Post-IDENT:
Revelstoke, 1975

7 homes were entered;

- 4 of the homes had doors left open. Unknown persons entered and stole money. The only object marked in the test area that has been taken to date is a camera.

- 3 homes were broken into, but only money taken. Two of the break-ins occurred in the same house; arrests were made in each case.
The remaining home had not been marked (new residents).

Adjacent Area, 1975

- 8 homes were entered;
- Articles stolen included: cash, a stop-watch, sterling silver flatware, a shotgun, a rifle, a television set, and a motor vehicle from a garage.
None of these objects had been marked.

b. The Whitehaven Project

This Ottawa suburb consists of eleven streets with 386 homes of high income status. During the introduction of Operation Identification, 194 community residents attended the introductory lecture. A program was implemented in Whitehaven, with the following results:

	<u>Feb-July 1975</u> <u>(pre-IDENT)</u>	<u>Feb-July 1976</u> <u>(post-IDENT)</u>
Break & Enters	9	3
Attempted		
Break & Enters	<u>3</u>	<u>1</u>
Total	12	4
Arrests	0	1
Goods stolen:	- Televisions (3) - Stereo - Electric Typewriter - Jewellery - Fur coats (2) - Bicycle	Money only, no goods.

- None of the homes involved in the 1975 break-ins had joined Operation Identification
- Two of the homes involved in the 1976 break-ins were marked with Operation Identification, but decals were not displayed.

c. The Dows Lake Project

This area consists of seven streets with 137 homes of high middle-income owners. During 1974, 65% of the homes were marked through the co-ordinating efforts of the Dows Lake Home-owners' Association.

A comparison of the break-and-ender statistics before and after Operation Identification show a marked decrease in occurrences in an area where, prior to the implementation of the program, there had been a steady increase.

	<u>Number of Break-and-Enters</u>	
	<u>1973</u> <u>(pre-IDENT)</u>	<u>1974</u> <u>(post-IDENT)</u>
Actual	13	2
Attempted	<u>3</u>	<u>4</u>
Total	16	6

- None of the homes involved in the break-and-enters had joined Operation Identification or displayed the decal.
- Since the break-ins, each victim-owner has been personally contacted by a member of the Ottawa Police, and all homes are now marked and display the warning decal.

d. Operation Bike Identification

In 1975, due to the costs involved, the City of Ottawa cancelled its bicycle licensing program.

With an increasing rate of bicycle thefts in the area, a substitute program had to be implemented immediately. The Ottawa Police Force stepped in with "Operation Bike Identification".

Twelve tool-and-dye stamping sets were purchased. They were paid for by the Ottawa Insurance Agents' Association. The stamping sets are used instead of the electric engraving pencils because they provide a deeper mark which is more difficult to sand off and to paint over.

A kick-off program was arranged. The Ottawa Parkway was picked as the location. The Parkway is a riverside drive, along which run many miles of bike trails. The area is used by thousands of cyclists, particularly on Sunday mornings when the Parkway is closed to motor vehicle traffic.

On two consecutive Sunday mornings, volunteer members of the Ottawa Police and the R.C.M.P. situated themselves at a point on the Parkway, armed with stamping tools.

The program was well advertised through the news media, and very well subscribed to. In the first three-hour Sunday period, 516 bicycles were stamped; and on the second Sunday, another 420 bicycles were stamped.

File cards were completed on-the-spot and immediately taken by the volunteers to the station for filing in a special Operation Bike Identification file. The file card designed for the program is shown below.

	<i>Social Insurance No.</i>	<i>Date</i>
	<i>Surname</i>	<i>Given Names</i>
Side One:	<i>Address</i>	<i>Home Phone No.</i>
	<i>OTTAWA POLICE FORCE</i>	<i>Bike Make:</i>
	<i>60 WALLER STREET</i>	<i>Colour:</i>
	<i>OTTAWA, ONTARIO</i>	<i>Serial:</i>
	<i>K1N 7G5</i>	

Ottawa Police say:

"MARK YOUR BIKE FOR IDENTIFICATION"

A Serial Number is not sufficient....and most new models do not include such a number.

Side Two:

The Owner's SOCIAL INSURANCE NUMBER..... stamped into the frame and marked on other parts of the vehicle will more readily assure recovery of a lost or stolen bicycle.

"PREVENT THEFT OR LOSS OF PROPERTY"

(Form C-88)

The tool-and-dye sets were then sent to each of Ottawa's fire halls for use by individuals on a "do-it-yourself" basis.

Once again, the news media have been instrumental in spreading the word about the program. Availability of the stamping kits, file cards, and the fire hall locations has become well known. It has become quite popular for entire families to cycle up to the fire hall to stamp their bikes.

Instruction sheets are made available at the fire halls. The completed cards are mailed to the police station by the bicycle owner or by the fire department.

In the past, problems have arisen with the use of bike serial numbers for identification purposes. Not all bicycles have serial numbers; some serial numbers refer only to makes and models rather than to the specific bicycle; manufacturer serial numbers can be easily filed off; serial numbers are hard to remember and are rarely recorded by the owner.

The social insurance number leaves a lasting mark and one that can always be recalled by its owner. For these reasons, the Ottawa Police recommend stamping the social insurance number, even where a serial number exists.

There is a great deterrent value in placing a warning decal on bicycles which have been stamped.

At present, a special reflective decal is being designed, which will be a safety feature for night riding.



**THIS BIKE IS MARKED FOR
POLICE IDENTIFICATION**

**SUPPORTED BY:
YOUR LOCAL INDEPENDENT
INSURANCE AGENT**

In Ottawa, more than 5,000 bicycles have been marked. It is hoped that through implementation of the School Program the majority of bicycles in the area will be marked, making police bicycle auctions obsolete!

The School Program

On the drawing board in Ottawa is a plan to mark all the bicycles used by students in the school system.

The plan is as follows:

- A file card will be handed to each child to be taken home and completed by the parent, using the parent's social insurance number.
- On the appointed day, the child will bring in the completed file card, and his bicycle. The card will be attached to the handle bar with an elastic band, and the bicycle turned over in the school yard, wheel hubs facing upwards.
- Community volunteers working in teams will come to the school yard, stamp the file card number on the bicycle, and remove the file card to be returned to the Ottawa Police for later filing.

About 55,000 bicycles can be marked in this fashion in a short span of time, and with a minimal police manpower requirement.

Police forces having licensing programs might consider Operation Bicycle Identification as a substitute.

- Bicycles are marked only once in the vehicle's lifetime
- Social insurance numbers are Canada-wide and easier to trace
- Licence plates can be removed, whereas stamping is permanent

e. Operation 900

With slight variations, Operation Identification has been extended to businesses in Ottawa.

The choice of whose social insurance number to use when marking property belonging to businesses created a stumbling block to implementing the program in this area. Employees change over the years, and with them go their social insurance numbers. Businesses themselves do not have a federal social insurance number.

This problem was solved by the Ottawa Force when it discovered that the Federal Government had reserved social insurance numbers in the 300, 500 and 900 million blocks for use at a time which will not come for scores, if not hundreds of years because of the slow growth of the Canadian population.

The Ottawa Police Force, therefore, borrows the 900,000,000 block of numbers and assigns the numbers to businesses, colleges, churches, hospitals and other organizations for which it is not practical to use an individual social insurance number. For example, each of the approximately 185 public schools in the Ottawa area have been assigned a number within the 900,000,000 block and has engraved its possessions with engravers borrowed from the Force.

In instances where an organization has many departments, such as the faculties existing within a university, a series of numbers is assigned to the organization, which internally allots one number to each of its departments to facilitate even further the return of recovered goods.

As with most of Ottawa's Identification, the police system uses minimal manpower. Here, Operation 900 requires only the allotment of numbers and filing of cards into a special "900" block file. A regular IDENT card is used.

Office buildings:

A special procedure is recommended by the Ottawa Force for office buildings. Many pieces of office equipment are "borrowed" by personnel from other departments or offices, and taken to other floors or parts of the buildings. Some objects are stolen.

In order to deter both types of occurrence, the Ottawa Police suggest:

- Marking objects in two places, one conspicuous and the other less easily seen
- Placement of special, small warning decals adjacent to the equipment. Decals are also supplied for affixing to office doors and windows
- Involvement of the entire staff to increase awareness of the marking program
- Continuous advertising of the program by use of office memos, information bulletins and posters on bulletin boards throughout the building. To enhance the effects of these posters, they should be changed on a monthly basis, perhaps alternating between serious and comic approaches.

A thief should be less inclined to steal, but also an employee may be less inclined to "borrow". Furthermore, should the article turn up elsewhere, it can be readily identified by the special "900" block number and returned to the proper office.

The construction industry:

Over the past few years, there has been a gradual climb in the Ottawa area in the cost to construction firms of loss of property from internal and external theft, not only of tools but also of valuable construction supplies.

In an attempt to reduce the number of thefts, the Ottawa Valley Construction Industry Association, representing more than 1,000 construction firms in the Ottawa Valley, has joined the Operation Identification program.

The Association has been allotted a consecutive series of numbers from the 900 million block and has assigned them to each construction firm. It has purchased 53 engravers for loaning to members and designed special decals for placement on equipment in storage sheds and offices. Numbers are engraved in conspicuous places on every item of value and, at random, on construction materials. The Association maintains its own card file system, which is a duplicate of one kept at the Department.

Should there be an employee theft, the chances of finding one of the marked articles on the premises of the thief are good, and marking leads to proper identification, a proper court case and perhaps conviction of the guilty individual(s).

A reward system, whereby employees responsible for the recovery of lost or stolen goods are commended, is being contemplated. It is felt that this would also add to the deterrent value of the program.

f. Operation Vending Machine

In 1975, there was a tremendous increase in break-ins to coin laundry machines in Ottawa's high-rise apartment buildings. The machines were being forced apart and the coins removed.

In some cases, the suspected thief was caught shortly after the occurrence, but the police were unable to identify the coins and no proper case could be made against the suspect. In fact, no arrests were made and thousands of dollars were spent in repairs to the machines.

Coin machine dealers in Ottawa joined the police to institute Operation Identification.

- "Bait Coins" were marked with a code number, using an invisible ink pen
- Warning posters were put up in laundry rooms, advising that marked coins were in the machines
- A Reward System was advertised on the posters

The program has been extremely effective. Vending machine theft all but disappeared in locations where the program was used.

g. Operation Dog Identification

Most major cities have been observing an increase in canine theft. Thousands of household pets are lost every year. In Ottawa, the Police Force is promoting the idea of tattooing the owner's social insurance number in the ear of the animal, in an effort to aid in the return of pets to their owners.

A local veterinarian can either do the tattooing or advise the owner where it can be done.

Any police force instituting this program should keep in mind the continuing necessity of maintaining "Operation Dog Identification" file cards in the regular IDENT information system. A separate "dog" system is not required.

h. Overseas Operation

In early 1975, Canadian Armed Forces personnel discussed Operation Identification with the Ottawa Police. Troops being sent overseas were reporting a number of thefts and property losses, and had no way of identifying their property if it was recovered.

It was decided that an Overseas Operation Identification program would be instituted with proper records of users' social insurance numbers being kept on Armed Forces bases to aid in quick identification.

i. Senior Citizens

As a part of the Ottawa Police Force security lecture program, many senior citizen homes are visited. During the lectures, the program is introduced and a number of extra engravers provided for on-the-spot engraving by the police officers and volunteer residents of the homes.

This special program is provided in order to save senior citizens from the inconvenience of coming to the police station to obtain engravers.

j. Cottagers' Association

Many Ottawa residents who own cottages outside of Ottawa have joined the identification program and have erected large signs similar to the "Revelstoke" signs at entrances to their cottage areas. Available information suggests that in the past year these areas have experienced their lowest crime rates in years. The reduction in crime has been attributed to Operation Identification.

Some of these cottage areas are in the Province of Quebec. Quebec has its own identification program, "Operation Vulcan", which uses the Quebec driver permit as the identification mark.

Ontario residents with cottages in Quebec can take advantage of "Operation Vulcan". Although "Operation Vulcan" is based on Quebec driver permit numbers, "Operation Vulcan" will also accept social insurance numbers for identification marks.

k. Property Recovery Success Stories

July, 1974 Ottawa Police found two men in possession of stolen radio and television sets, both marked with social insurance numbers. An unsuccessful attempt had been

made to file off the numbers. Goods were returned to the proper owners, and the suspects were charged with possession of stolen goods, break-and-enter, and theft.

Sept., 1974 Royal Canadian Mounted Police found a valuable leather camera case marked with a social insurance number on Parliament Hill. No occurrence report had been made to CPIC and the Ottawa Police did not have the number on file. A telex was sent out to all forces known to have an IDENT program. The London Police Force answered positively. The camera case was mailed to its owner and was waiting for him when he returned from his holiday in Ottawa.

Sept., 1975 The Quebec Police Force came across a camera marked with a social insurance number from the "900 block" during a raid. Ottawa Police files showed that the camera belonged to a local high school. The school got its camera back, even before it had been missed.

Dec., 1975 Ottawa Police found two suspects with \$2,500 worth of stereo components in their car. The components were marked with a social insurance number. The owner was traced seconds after it had been fed to CPIC. The two men were charged with possession of stolen goods.

III. THE FUTURE OF IDENT PROGRAMS

In previous chapters we moved from a general description of IDENT programs to a detailed analysis of one IDENT program implemented by the Ottawa Police Force. In this chapter, we shall attempt to examine the future of IDENT programs and their potential application in Canadian police jurisdictions.

Instead of forecasting, this chapter will focus on the conditions which will stimulate the implementation of IDENT in Canadian jurisdictions.

The following section will discuss Operation Identification in the Ottawa Police Force by extracting the key elements of the program and commenting on their contribution to police services in Ottawa.

In the final section of this chapter we look at IDENT through the eyes of other, non-participating, police departments. We begin by examining, and dispelling some theoretical arguments against the program. Finally, we analyze the decision parameters of an IDENT implementation. These are addressed in the form of a set of questions which we believe a police chief would ask before deciding to implement IDENT.

A. OTTAWA

Operation Identification in Ottawa is considered successful by every measure of success that we were able to use during this study. Some of the more obvious measures of success are:

- Senior Police Management - They support the program unequivocally and are proud to identify with it.
- Field Officers - Most constables and middle managers in the Ottawa Police Force are aware of the program and acknowledge its success. A large number were involved in some element of the program such as Operation Bicycle Identification.
- Market Penetration - All indicators of program penetration such as: number of homes and commercial facilities "identified", number of identification cards on file, etc., indicate that the program has been well received by the citizens of Ottawa.

- Crime Statistics - Ottawa has only recently developed a computerized information system called TOPCOPS. It is capable of providing statistics from Occurrence Reports at the level of individual "atoms" (neighbourhoods). TOPCOPS has only recently become operational and is not yet capable of developing a thorough analysis of the impact of Operation Identification. However, statistics currently available show that Operation Identification has succeeded in reducing the incidence of burglaries significantly.

Operation Identification is also a major success as a community education, community relations strategy. The program is well known throughout the city and provides the police force with a great deal of positive advertising. These indirect benefits may well be a major justification for such a program in other jurisdictions.

Finally, the basic elements of the Ottawa program appear to have contributed significantly to its success and insured that the program will continue to be a basic component of the crime prevention effort in Ottawa. The basic contributing elements are as follows:

- Philosophy - "Shift responsibility back to the community" with a comprehensive program of target hardening and crime prevention.
- Community Feeling - Ottawa is a medium-sized city, containing a small downtown core area, and a number of relatively new suburbs. Suburban dwellers are the major victims of burglary. The program has been organized around suburban "projects", in defined areas where residents associate themselves as belonging to a neighbourhood. Operation Identification has reinforced this self-definition. In addition, these suburbs tend to coincide with school districts so that program advertising is reinforced by a second "youthful" participation effect.
- Strong Insurance Backing - The insurance companies were interested in IDENT programs before the police force got involved. They have continued participating through financial aid (engravers and advertisements) and manpower for test projects.
- Media Involvement - The program receives strong media support, including free or subsidized advertising which reinforces the community spirit element of the program.

- Volunteers - Without doubt, volunteers are the mainstay of Operation Identification. This includes members of the police force, who often involve themselves with elements of the project on their own time, and members of the community who are responding as concerned citizens. But most important, program managers for Operation Identification are community-oriented individuals. They enjoy working with people, believe in their mission, and infect both police and civilian volunteers, with their ebullience and sense of participation.
- Neighbouring Police Forces - Police forces in many of the areas contiguous to the city of Ottawa are involved in some form of IDENT program. They cooperate through sharing volunteers for new projects such as Operation Bicycle IDENT, Police Week displays, and in the recovery of stolen and lost articles.
- Operation Bicycle IDENT - This is one of the key elements of the total IDENT program. Biking is one of Ottawa's major sports. There are approximately 60 miles of bicycle trails throughout the parks and byways of the city. The bicycle identification program was successful in itself, and helped reinforce the total IDENT program.
- Simplicity of Program - The use of Social Insurance Numbers identifiers and electric engravers (with a few exceptions) has simplified the program in two basic areas. In doing so, Operation Identification has been able to focus all of its efforts on key activities such as attracting volunteers and carrying out the physical tasks of identifying objects on site, with a minimum of confusion. The decision to use these two identification measures are a major reason for the success of Operation Identification.

B. FOR OTHER POLICE DEPARTMENTS

In the previous section of this chapter we examined special features of the Ottawa Police Force Operation Identification program. In this section we are interested in the application of IDENT programs for other police departments. Our approach here must be different than the Ottawa assessment. The focus is on the arguments for and against IDENT programs, and the logic that police administrators must follow before earmarking resources for use on an IDENT program.

1. Theoretical Arguments

Let us examine two major arguments, often levelled against crime prevention programs, and more specifically applicable to IDENT programs. They are:

- Crime displacement through target hardening
- Mobility of population

The crime displacement argument suggests that any crime prevention program that attempts to make households and commercial establishments "harder targets" for crimes against property, will simply displace crime from high priority target areas, into geographic and social areas which have received less crime prevention emphasis. In the Ottawa context, this logic would argue that the Revelstoke Operation Identification scheme simply directs burglars away from one suburb and into another. The argument is based on the assumption that the majority of burglaries are perpetrated by "professionals" who are themselves mobile and choose their targets through some kind of economic-risk analysis.

If the crime displacement argument is correct, it exposes a serious flaw in most crime prevention programs, particularly IDENT programs.* There are a number of counter arguments to the crime displacement claim. They are:

- The crime displacement argument was originally developed for the United States experience. The incidence of property crime in the U.S. is higher than in Canada. The displacement argument has more validity in "high crime" circumstances.
- The crime displacement argument does not apply for "opportunistic" crimes. Some crimes are so opportunistic that their prevention in one circumstance will not lead to their occurrence in another. This is particularly true where crimes are perpetrated by "youthful opportunists". Reduction of "youthful opportunistic" crimes is the major object of the Ottawa Police Force Operation Identification program. This is reinforced by police community relations programs in schools.

*See Thomas A. Reppetto, "Crime Prevention and the Displacement Phenomenon", Crime and Delinquency, (April 1976).

- The argument also does not apply when a vast majority of households and commercial enterprises have joined the IDENT program. This is the aim of the Ottawa program; maximum coverage in a medium-sized city will reduce the displacement potential.
- Finally, the crime displacement does not affect the value of IDENT programs in anti-fencing operations.

The "mobility" argument suggests that the population, particularly suburban residents, are highly mobile. This forces the police department to maintain elaborate "tracking" of former residents for disposition of lost and stolen articles, and new residents to put them into the Operation Identification program. In some middle-class suburbs, as many as 15-20 per cent of the total population change residence annually. If the IDENT program does not maintain constant activity, a three- or four-year lag could well dissipate the IDENT program effort in a suburb.

The mobility argument does not fundamentally attack the premises of IDENT programs. It alludes to the difficulties of administering the IDENT program. Police managers of the program must maintain the program drive, constantly recruiting new households for "identification" and maintaining the advertising activities associated with the program. Also, as IDENT programs become more common in more Canadian police jurisdictions, mobility will become less of a problem for any particular jurisdiction. If a resident moves from one jurisdiction where his property was "identified" into another where an IDENT program exists, he re-establishes his status by simply sending an IDENT file card to the new police department.

A large measure of the problem exists because police departments do not have access to federal government social insurance number information. If this were available to local police departments the problems associated with transient populations would decrease.

One final comment: the theoretical arguments against IDENT programs only seriously impair those police IDENT programs where insufficient police management

resources have been devoted to the effort. This is not the case in Ottawa. Sufficient resources, commitment and pride of effort have been devoted to Operation Identification. They have overcome most of the practical difficulties. The Ottawa experience is highly relevant to illustrate the basic program rule: no police department should contemplate an IDENT program unless sufficient resources and commitment are available to manage it as a major program thrust of the department.

2. Implementation Decisions

After reading this report, the police chief may well review the possibility of implementing an IDENT program in his own jurisdiction. His implementation decision will complement his perception of needs relative to resources available to both develop and maintain the program.

During the course of this project, we have examined the key elements of IDENT programs. In this final chapter we restructure these elements into a set of specific questions. However, before considering these questions it would be beneficial to outline, in some detail, the key parameters of all crime prevention programs.

Resource Commitment

Every police department must live within a fixed budget. The total resources available are negotiated through external municipal and regional agencies. Once the total amount is set, the police chief must decide what proportion to allocate to crime prevention (including IDENT) purposes.

It is obvious that the availability of resources will affect the scope and type of crime prevention programs initiated and maintained by a particular police department. The decision on crime prevention allocation is a difficult one for the police chief, particularly when the force is beset by both increasing crime rates and budgetary austerity. The chief must decide whether crime prevention activities will have an immediate effect on criminal behaviour, since the trade-off is measured in terms of field officers (patrol and investigation), while caseloads are increasing.

Predominance of Crime Prevention vs. Community Relations Objectives

Although we have described community relations programs as basically supportive of crime prevention, there is one basic distinction. Community relations activities are desirable for their own sake. Any police-community relations experience would be judged useful if it helps sensitize the public and expand its understanding of law enforcement officers as human beings who must cope with a difficult job. Designed a certain way, an IDENT program can satisfy these aims, regardless of its success with crime reduction.

In the pure sense, crime prevention programs are designed to reduce crimes. An IDENT program developed within that context would have a different set of objective criteria. For example, in evaluating this program we would be most concerned with "physical indices" of activity such as: number of recovered articles, robbery statistics for residential and commercial areas covered by the program, etc.

If the IDENT program was developed within a community relations framework, we would still be interested in the "physical indices". However, we would now look for other measures of community involvement to comment on the success of the program. For example, the number of individuals and agencies involved in assisting the police with IDENT or other measures of the "community relations impact" of the program are key concerns.

Obviously we seek the best of all possible worlds; since both types of success measures describe the objectives of good policing, they are satisfactory descriptions of IDENT. The main issue remains: different IDENT programs can be designed, exhibiting different implementation styles and satisfying one set of objectives more than the other.

Type of Community Involvement

One of the first decisions which must be made by a police department wishing to implement an IDENT program is on the degree and type of community involvement required. This decision is influenced by the two parameters described in the preceding two sections. If resources are scarce, then

community "involvement" can at least be viewed as "free community services" contributed on behalf of the IDENT program. Also, the greater the community involvement, the greater is the possible community relations indirect benefit achieved by the program.

Some cautions are in order. Community involvement in any police program does not just "happen". People do not naturally want to give up time and other resources on behalf of the police department. They must be persuaded. The persuasion and other communications elements must be managed. This requires facilities and the capabilities of only highly-motivated, and unique individuals in the police department.

The variety in scope of potential community involvement in IDENT programs is extensive. It could entail the activities of groups such as: newspapers, radio stations, television stations, fraternal organizations, various service clubs, home and school associations, boy scout associations, insurance agencies, and a large number of other groups that could be mobilized to assist the police. To make use of these associations police program managers must:

- Develop a program that has well-defined tasks for community groups
- Manage it by community-oriented officers
- Have a sufficient inventory of supplies, etc., so that community volunteers, while contributing their time, always have enough to keep them busy.

If a police department decides to maximize its use of the "community", or a volunteer labour force for crime prevention programs such as IDENT, it must realize the community relations "potential". If the program works and the volunteers are satisfied that they contributed important services, the community relations impact will be positive. If the program fails, and the volunteers have not performed valuable services, then the community relations effects will be negative.

Let us now turn to the more specific implementation questions facing police chiefs.

SHOULD I IMPLEMENT AN IDENT PROGRAM?

- Are there alternative IDENT programs operating in the city? (insurance companies, etc)
- Does my crime prevention program need a practical thrust?
- Does my community education and community relations program need a practical thrust?
- What is the current pattern of residential and commercial burglaries in my city? i.e.:
 - Focusing on particular neighbourhoods
 - Increasing or decreasing
 - Perpetrated by youthful opportunists
- What resources can I commit to the program?
 - From the force's total personnel compliment
 - From the crime prevention unit
 - From the community education, community relations unit
 - From my financial resources for advertising and supplies

WHAT KIND OF IDENT PROGRAM IS REQUIRED?

- Can my police force launch a major effort in this area?
- Should I contact other jurisdictions for their experiences in this area?
- What "community" contributions can I expect?
- What specific internal resources are available in the form of appropriate personnel to manage the program?

HOW SHOULD MY IDENT PROGRAM BE ADMINISTERED?

- Should it have a crime prevention "primary focus"?
- Should it have a community education, community relations "primary focus"?
- What should be the involvement of the patrol division?
- What areas of the city or target populations should receive priority treatment (suburbs - inner-city)?

HOW SHOULD MY IDENT PROGRAM BE EVALUATED?

- Do I have a crime pattern analysis? If not, then the IDENT program should naturally evolve a set of priorities for implementation.
- Do I have a technology in place for collecting data on burglaries and robberies down to the "atom" (neighbourhood) level in my jurisdiction? It should be capable of collecting evaluation information on:
 - Robbery and burglary incidents by "atom" before and after the IDENT program was initiated
 - The value of lost, stolen and recovered articles, by "atom", before and after the program was initiated.

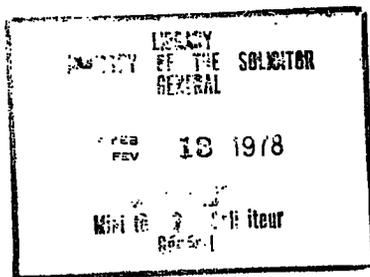
These final comments on evaluation issues beg a number of important questions about crime statistics and the state of preparation of most Canadian police forces for the application of crime prevention programs. In our visits to Canadian police jurisdictions through this and other law enforcement research projects, we learned that most forces do not have sufficient management statistics and other types of information to help them make decisions about crime prevention programs.

As a result, crime prevention programs cannot easily be implemented or evaluated. Statistics are required to answer questions such as:

- How severe is a particular crime problem?

- How localized is that particular problem?
- What is its occurrence pattern in terms of specific location, season, day of week, and time of day?
- How is the frequency and pattern of occurrence affected by specific crime prevention programs?

It is interesting to note that the Ottawa Police Force implemented an automated information system, called TOPCOPS, at about the same time that Operation Identification was initiated. TOPCOPS, in conjunction with an "atom map", developed for the Ottawa Police by the National Research Council, will provide automated management statistics from which the performance programs can be gauged. Unfortunately, TOPCOPS was not built prior to the implementation of the IDENT program and thus contains no "before" data on historical crime occurrences for comparative purposes. To the best of our knowledge, few other Canadian police jurisdictions have an automated capacity such as TOPCOPS. Until such a capacity begins to emerge in Canadian police technology, we will have to accept, or reject, the notions of IDENT and other crime prevention programs on faith and intuition.



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