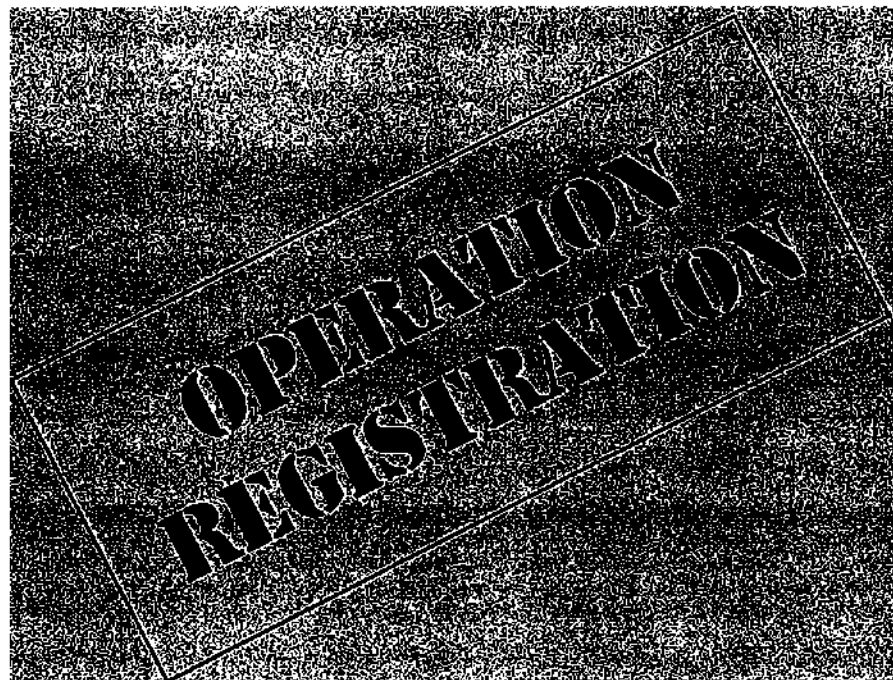


DAYTON POLICE DEPARTMENT

BIKE REGISTRATION...

BIKE THEFT...

BIKE RECOVERY...



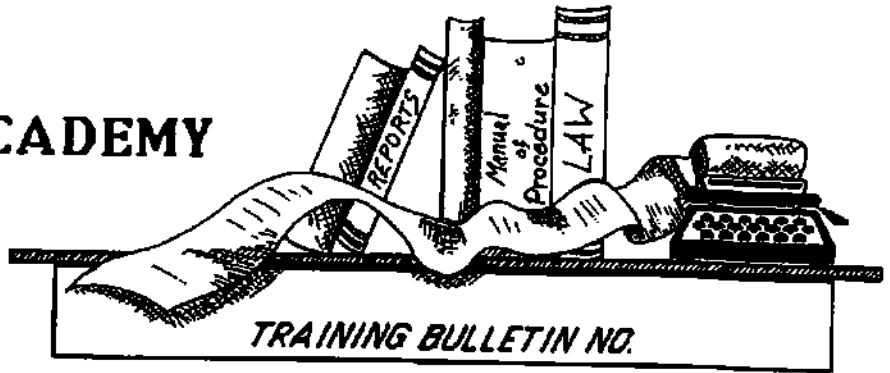
The Use of the SARA Model in Implementing a Bicycle Registration Program in Dayton, Ohio



**Submitted by:
Dayton Police**

DAYTON POLICE ACADEMY

3237 GUTHRIE ROAD
DAYTON, OHIO 45418



"Operation Registration"

Project Abstract

Bicycle thefts have become a growing concern throughout the United States and Dayton, Ohio. Bicycle theft is the type of crime that has an impact on people from all walks of life, young and old, rich and poor. Considered individually bicycle theft may seem to be a small problem but nationally according to a study from 1993, over 5,500,000 bicycles were reported stolen annually. Using an average cost of \$200.00 per bicycle, that equates to more than \$1,000,000,000.00 (one billion dollars) in property loss. This figure is greater than all of the money stolen from armed bank robberies committed in the United States in any given year. In Dayton, Ohio during the years of 1996 and 1997, over 1,200 bicycles were reported stolen, using the same average cost per bicycle the total loss was in excess of \$240,000.

To combat this problem the Dayton Police department has developed and implemented "Operation Registration". "Operation Registration" is a free bicycle registration program sponsored by the Dayton Police department and implemented with the assistance of the Dayton Fire department, City of Dayton Recreation Centers and Whitman's Bike and Fitness Centers.

While serving a "Knock & Advise" at a suspected drug house in 1997 and obtaining a "Consent to Search" from the residents, Officer Jamie Bullens located approximately 30 bicycles inside the house. The residents could not give a satisfactory explanation for these bicycles being

there nor where they had come from. Bullens became suspicious and checked all of the bicycles through the National Crime Information Center (N.C.I.C). None of the bicycles had been reported stolen. Three of the bicycles on scene had a small sticker on them with a number and the name of a neighboring agency. After contacting this agency, Bullens learned that these bicycles had been stolen in an undiscovered burglary.

Bullens went through the statistics for "Bicycle Theft" for 1996 and 1997. After compiling the figures and information from the community and other members of his department, a proposal was made to establish a free bicycle registration program. In addition, the department implemented an education program through the local media encouraging citizens to record the serial numbers and description of their bicycles.

The current statistics have shown no reduction of bicycle thefts, but it has shown an increase in the number of bicycles that have been returned to the owners upon recovery.

The Use of the S.A.R.A Model in Implementing a Bicycle Registration Program

Introduction

In future years, the decade of the 90s may well be viewed as the "decade of reengineering." Throughout this decade, businesses and governments alike have focused more than ever on fine-tuning their organizational structures, their operational processes and their missions. The ultimate goal through this self examination is to produce and/or deliver quality goods and services in the most cost-effective and efficient manner.

On November 1, 1998, the Dayton Police Department underwent organizational changes to reflect what the citizens felt was necessary in making community policing a way of life for the department and community. Throughout this change, sworn and non-sworn personnel have been very creative and innovative in improving processes to benefit public safety personnel and the citizens. One of those innovations involved a new program called "Operation Registration" which involved bike registrations, bike thefts, and bike recovery.

The department developed this bicycle registration program out of necessity due to alarming increases in bike thefts. Operation Registration is a program that has multiple benefits to both the community and the department that are set forth below.

1. The program is free and offered by the Dayton Police Department.
2. The program is a great public relations tool. (The Police Department is perceived as the "Good Guy" wanting to assist the public in getting their property back if stolen.)
3. The program offers recovery and investigation benefits. It assists the department in recovering stolen bicycles and returning them to the lawful owner and closing out open investigations.

4. The program allows the department to have an additional database of information of individuals in various assigned neighborhoods.

This project is being submitted because it addressed an increasing problem faced by citizens in our community - bike theft. One successful outcome of this project is increasing the number of stolen bikes that have been recovered and returned to its rightful owner due to registration. In 1997, a total of 47 bikes were returned to the owner compared to 126 in 1998. Although this is a new project, it is our hope that through public relations more citizens will recover their bikes through "Operation Registration".

The Problem and Its Importance

Statistics show that bicycle thefts are becoming a growing concern in communities across America. The number of bicycles in the United States for the year 1993 was nearly 120 million, having increased from the 1983 figure of 73 million. With the increasing popularity of cycling, the bicycle industry will continue to grow. Unfortunately, this growth is accompanied by a surge in stolen bicycles, either for transportation purposes (to get from point A to point B and discarded) or by bicycle theft rings. National surveys indicate that approximately 75% of all stolen bicycles are taken for transportation purposes; that is to get from point A to point B and discard the property. Bicycle theft rings have increased throughout the United States because of the low probability of being caught with the property and the increased value of more costly bicycles. These theft rings work primarily around colleges and university campuses where high performance and expensive bicycles are more prevalent.

The theft rate for all bicycles owned is approximately 5.5%, which means that 5,500,000 bicycles are stolen annually or 15,068 stolen daily. The cost of bicycles ranges in the low end category from \$59 to \$199 and the high end of \$200 to over \$5,000 with a few totaling over

\$7,000. Using the low average figure of \$100, the national cost to America's consumers in actual dollars is \$550,000,000 annually. This figure is greater than all of the money stolen from armed bank robberies committed in the United States in any given year.

The recovery rate by local law enforcement agencies is quite high. Approximately 4.1 million bicycles are recovered nationwide. The bad news is, that of the 4.1 million bicycles recovered, only about 2% to 5% are returned to their lawful owner. The reason for this is simple: law enforcement agencies can not return property without "proof of ownership". This process is not unlike what is required by major insurance companies for claims against homeowner's or renter's policies for lost or stolen property. Few owners are able to recover their bicycles because of their inability to provide legal evidence of bicycle ownership.

Nearly all bicycles are a type of common or ordinary property with no distinguishing marks, (with the exception of the serial number on the frame), making it nearly impossible for the owners to reclaim their property. The American Center for Bicycle Registration's (ACBR) goal is to work with our registrants and the local law enforcement agencies to return bicycles.

Detailed below is a description of the project utilizing the four-step SARA problem-solving model outline that we feel has increased our chances of returning stolen bicycles to their rightful owner.

Scanning

During 1996 and 1997, over 1,200 bicycles were reported stolen in the city of Dayton. During the same period approximately 80% of these bicycles were recovered. However, only 11% of the bicycles that were recovered were returned to the lawful owners. As stated earlier, this is because most owners can not verify ownership of the bicycle through the serial number of the bicycle nor do they have the bicycle marked with their social security number.

Using an average cost of \$100.00 per bicycle, the total loss to the consumer in Dayton is \$120,000. The Ohio Insurance Institute states that for every one bicycle stolen in America, there are three bicycles that go unreported. That is nearly \$500,000 in losses for the past two years. These thefts are not reported usually because the cost of the bicycle is less than the deductible.

Stolen bikes can also be costly to local law enforcement agencies due to storage of the property. The Dayton Police Department's Property room receives 300 - 400 bicycles per year either as found, confiscated or evidence. Of that figure, less than 3% of the property is returned to the lawful owner. The remainder is sold at the police auction.

For too long, policing has been characterized by insularity and a lack of dialogue with the community. This project is an example of effective communication with citizens in a community to address a spreading phenomenon. The project was established due to an officer's intuition based on experience. While serving a "Knock and Advise" at 700 Oxford Avenue, Officer Jamie Bullens observed a large number of mountain style bicycles inside the residence. Upon checking the bicycles, one of them had a yellow sticker on the frame from the Oakwood Police Department with a registration number. Checking with the Oakwood Police, four of the bicycles were found to have been stolen from their city two days earlier.

From observation, identification, and crime statistics, Officer Bullens, through his many years of experience, realized that there were probably many other bike owners in the community with the same predicament and the Dayton Police Department needed to be more proactive in assisting them. Due to the fact that Officer Bullens was a Community Based Officer, he had personal involvement in the neighborhood where he was assigned. What started out as an advisement to residents with increased traffic at a suspected drug house, ended up with the confiscation of stolen bikes, and ultimately resulted in the impetus of Operation Registration.

Upon entering the house in question, the specific offender was a drug addict who was possibly involved in thefts of personal property to satisfy his drug habit. Due to the large volume of bikes confiscated (30), the owner was involved in selling stolen bikes for profit. The personal knowledge of bicycles that the officer has as being a member of the department's bicycle patrol also helped tremendously.

Analysis

Early on in the process, the department lacked the appropriate methods, data, and information sources used to analyze the problem. We utilized crime statistics in the area, listened to the community's concerns by participating in neighborhood meetings, and being proactively involved in the community. Previous historical data on bicycle thefts were unobtainable on the local level, but nationally bicycle theft has been on the rise since the early 1980's.

In examining bicycle thefts over the nation, there are a number of individuals who are involved in the problem. One of those individuals include the victims, who are people from all walks of life, young and old, rich and poor, that utilize their bikes both for recreational and competitive activity. Secondly, offenders which include thieves and possible drug addicts, who participate in the process by stealing bicycles and later trading them for drugs. The dealer, on the other hand, usually will sell the bicycle on the black market.

There are a number of factors that are important to note regarding bicycle theft. The psychological factor of a young person that has his or her first bicycle stolen is significant. The deterioration of the neighborhood where the bicycles are being stolen from becomes cause for concern if the problem is widespread. The Broken Windows theory states that a small problem left untreated becomes a larger one. Clearly, if the Dayton Police Department *did* not take a

proactive stance on bike thefts in Dayton, the problem could escalate to increased car thefts, home burglaries, and other crimes.

Subsequent to the problem-solving project, the problem was being addressed by the officers taking a report for the theft but with little or no identifiers. Additionally, the property could not be entered into the National Crime Information Center (NCIC), and at best the property would end up in the property room and would be sold at the police auction. In assessing the underlying conditions that precipitated the problem, our analysis revealed that the majority of the bicycle thefts were for transportation. Additionally, the analysis revealed that bicycle thefts locally paralleled with the national figures.

Bicycle thefts all over the country are increasing for many reasons. Some of those reasons include drugs, personal use, and the issue of "have nots taking from the haves." In assessing the problem at the local level, we determined that there were no set days, times or places that bicycle thefts occurred. We just realized the importance of being proactive versus reactive to the thefts. When we realized that this was a growing problem, we started to meet with neighborhood associations throughout the city to discuss the problem and devise a plan.

Response

In discussions with neighborhood groups and with sworn personnel, a number of possible alternatives were considered to deal with the problem. Some of those alternatives included the following:

- mandatory bicycle licensing;
- voluntary registration with an associated fee; and
- a free registration program.

After much thought and deliberation, the response to address the problem was a free registration program with a registration form and a reflective sticker. The registration information would be maintained in a computer database. This program was directed toward educating the public on the need to record their serial number on the bicycle and the description of their bicycle.

We were able to develop a response as a result of the analysis by a comparison of the number of bicycles reported stolen, with and without serial numbers, the number of bicycles that were recovered and returned to the owner, and other identifiers. In developing any new program, there is always an issue of what evaluation criteria is most important to the department before implementation of the response alternative. In our case, cost was an early concern; however, we compared the cost of the program to the cost of storage of the unclaimed bicycles and the increased manpower needed by the follow-up detectives in locating unidentified bicycles. Another concern involved the legality of our proposal. One of the issues raised from the city's legal department was the inevitable expectations that the public would have towards the police should their bicycle become stolen after being registered and unable to be recovered. Issues around community values were not difficult because our efforts were proactive not reactive. The exciting part is the Police Department was doing something for the community before they asked.

After a full year of implementation of this project, our goals have somewhat been realized. The intended response was to reduce the number of bicycle thefts and/or increase the number of bicycles returned to the owners if they were stolen and recovered. Additionally, our intention was to educate the public on the importance of recording the information on their bikes, in order to make any strides in solving this problem, we needed resources. We were very fortunate to have support from within the organization (detective section, crime prevention unit,

community policing unit, office reproduction, the property room, the command and financial staff) and from outside the organization (the media, our business community, and the bicycle manufacturers).

There was a great deal of preliminary work needed prior to full implementation of the project. Before we could implement our response plan completely, we had to secure bids for registration forms, flyers, and the reflective stickers. Additionally, we realized financial support was needed from command staff in our department and from external sources in order to make the project successful. After securing command staff support and the above-mentioned items, the final plan was presented to the command staff and then a press conference was held and media releases disbursed. After completion of the plan, the department did not encounter many difficulties other than 21 other departments in four counties contacting us regarding assistance in implementing the program in their community. The success of the project centered around collaboration and partnerships between a number of entities, some of them include the following: Officer Jamie Bullens, the Dayton Police Department, Dayton Fire Department, the City of Dayton Recreation Centers, Police District Coordinators, other community police officers, Whitman's Bike and Fitness stores, and the media.

Assessment

In the first year of the program, we have registered approximately 5,000 bicycles. Although we have not seen any reduction in bicycle thefts, we have seen a sharp increase in the number of bicycles that have been recovered and returned to the owners instead of our department's property room. The project has been received by the community with open arms. Once again, this is a proactive approach in dealing with a problem that is reactive in nature.

The methods of evaluation utilized from the first day of this project have been weekly evaluation of crime statistics, the number of bicycles that were reported stolen, the number of bicycles that were being recovered and the number of bicycles that were being recovered and then returned to the owner. The program has been in place for approximately one year and the evaluation process is ongoing. Officer Jamie Bullens and Sergeant James Wheeler continue to be involved in our evaluation of the project. In evaluating the program in total, there have been no problems in implementing the response plan. Since there were some improvements in the program, we will continue to maintain the program and modify where necessary; however, it should be noted that the department is too early in implementing the project to make sweeping changes particularly with increasing registrations.

Over the course of this project, many response goals were accomplished which include the following:

- the program was implemented;
- the project gained the support of the department, elected officials, the City Manager, and the community; and
- the educational component of the program was conveyed to the public in numerous forms throughout the city.

Our department continues to measure our results through weekly statistics and through performance measurements. In examining our statistics from 1998, 750 bicycles were reported stolen, 350 bicycles were recovered, and 125 were returned to the owners. Of the 125 returned to the owners, 93 were registered with our program or they knew the serial number of their bicycle. The success of the project has made the community more aware and additionally made criminals more leery of their activity. The department has not been concerned about

displacement because our campaign has spread over to contiguous neighborhood and jurisdictions across Montgomery County. Our program will require continued monitoring because the program is still new and our partners are registering more bicycles every day.

Agency and Officer Information

Initially, this problem-solving initiative was adopted by a small group of individuals but now has expanded to include the entire Police Department, Fire Department, Recreation Center staff members, and all Whitman's Bike and Fitness stores. We were very fortunate to have Officer Jamie Bullens as an integral part of this project. He is an instructor in the field of Community Oriented Policing and the implementation and use of the SARA model of problem solving. Unfortunately, no incentives were given to police officers who engaged in the problem solving because we are at the infant stages of this process.

The guideline that was used by officers to help them manage this problem-solving initiative was the SARA problem solving theory. It should be noted that no issues/problems were identified with the problem-oriented policing model or the problem-solving model. The general resources committed to this project included the time of Officer Bullens and approximately \$6,000 annually. After the presentation of this program to the command staff, a budget for this program was included in the Department's annual budget.

Conclusion

In the future, the Dayton Police Department will continue to place more emphasis on communal expectations relative to traffic enforcement, drug abuse prevention, drug trafficking, neighborhood enhancements (safety and security), and other police services. Due to the success of the bike registration program, officers now have more time to deal with the above-mentioned areas on concern. Furthermore, this project has assisted street crews, detectives and the property

room in identifying and contacting bike owners and returning their stolen property. The largest benefit of this program is the positive public relation image with the citizens of the city of Dayton. Our ultimate message to the community was that the Dayton Police Department wanted to help them identify their property and assist them in getting it back.

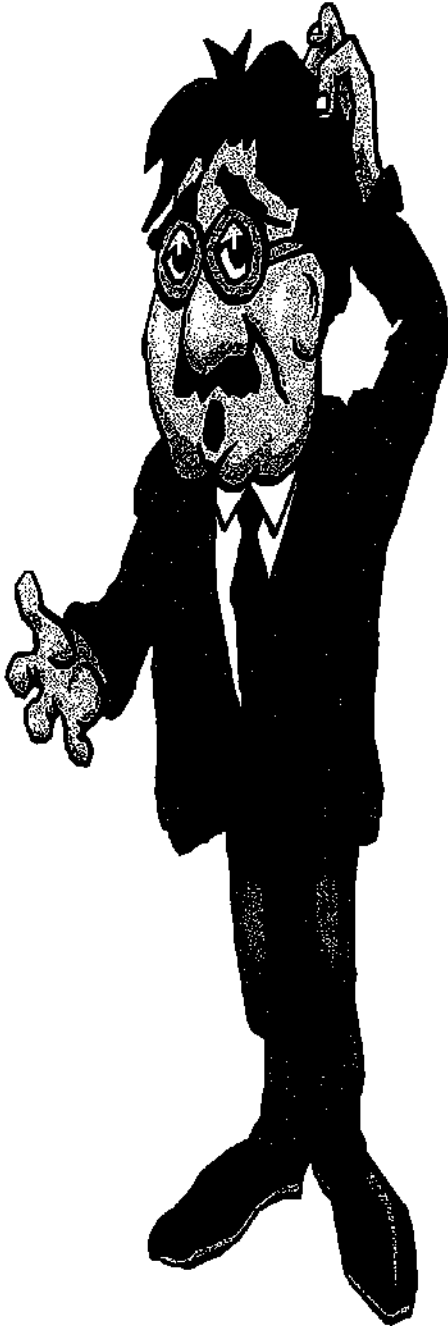
The vision for the city of Dayton is to rapidly change its focus on safety and security to enable citizens to become more assertive and aggressive in assisting the department in meeting the challenges we face now and in the future. The Dayton Police Department has three areas in which we focus our efforts in continuous improvement. These areas include Customer Service, Community Partnership, and Management Development. It is our belief that "Operation Registration" has assisted our department in moving progressively into the new millennium in taking a "bite out of crime."

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Attachments



The Attachments are as follows:

- I. Proposal Description
- II. Location of Stickers
- III. Database Screen
- IV. Statistical Summary
- V. Bicycle Theft Stats
- VI. City Proclamation
- VII. Newspaper Article
- VIII. Program Brochure
- IX. Registration Sticker
- X. Registration Form

Proposal:

That the department expand or revamp our current bicycle registration program to a citywide program. This would include a registration form, registration sticker being applied to the bicycle and the maintenance of a data base with all current registered bicycle owners. The registration program would be an open program that would not be limited to city of Dayton residence, due to the fact that a large number of citizens that work in the city may not live in the city.

Stickers: 2" x 3" & 1' x 2" 3M Scotchlite reflective material
Printed with blue ink and a registration number.
Cost per set: (qty. 5,000) .41ea

Registration Forms: 8 1/2" x 5 1/2" NCR (no carbon required) paper
Cost range: (qty. 5,000) .05ea.

Data Base Program: PFS First Choice; would allow a search by the information that is furnished on the registration form.

Registration Goal 3,000 in 1998

Program Implementation: Crime Prevention Unit/Officers
Neighborhood Watch Groups

Community Based Officers
Within their districts and assigned areas

DARE Officers

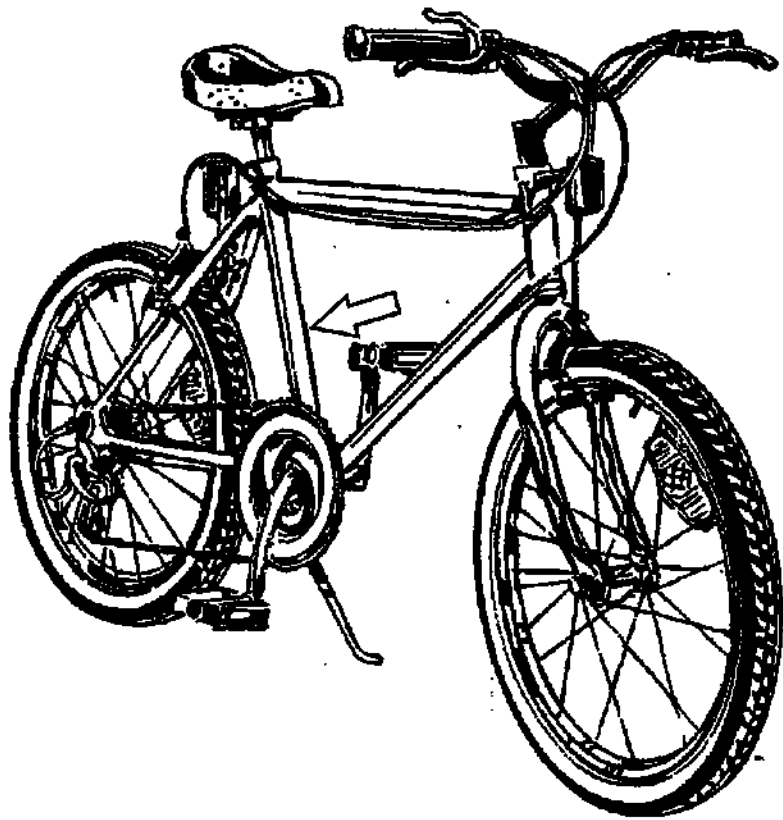
Within the schools that they are assigned

Bicycle / Safety Rodeos

Media
Television, Radio and Newspapers

Benefits:

- ** The positive public relation image with the public in recovering their stolen bicycles.
- ** To assist the street officers and detectives with information that would reduce the man-hours currently used in this investigation of a stolen bicycle and returning it to the lawful owner. With information from the registration form.
- ** The reduction of recovered bicycles that end up in the DPD property room unclaimed.



Proposed location of registration stickers

DAYTON POLICE DEPARTMENT
BICYCLE REGISTRATION

(OWNER INFORMATION)
USE PARENTS NAME & INFORMATION IF UNDER 18

LAST NAME: FIRST: APT:
ADDRESS: CITY: ZIP: PHONE (WORK):
PHONE (HOME): OWNERS S.S.N.: AGE:

(BICYCLE INFORMATION)

MANUFACTURE: MODEL NUMBER: MODEL NAME: VALUE:
COLOR: SERIAL NUMBER: SIZE: B/G:

(DEPARTMENTAL INFORMATION)

REGISTRION NUMBER: FROM STICKER N/R
ISSUING DATE: NEW or RE-ISSUE:
ISSUING PDA:
NOTES:

END OF DATA...

DPD OPERATION REGISTRATION 1997

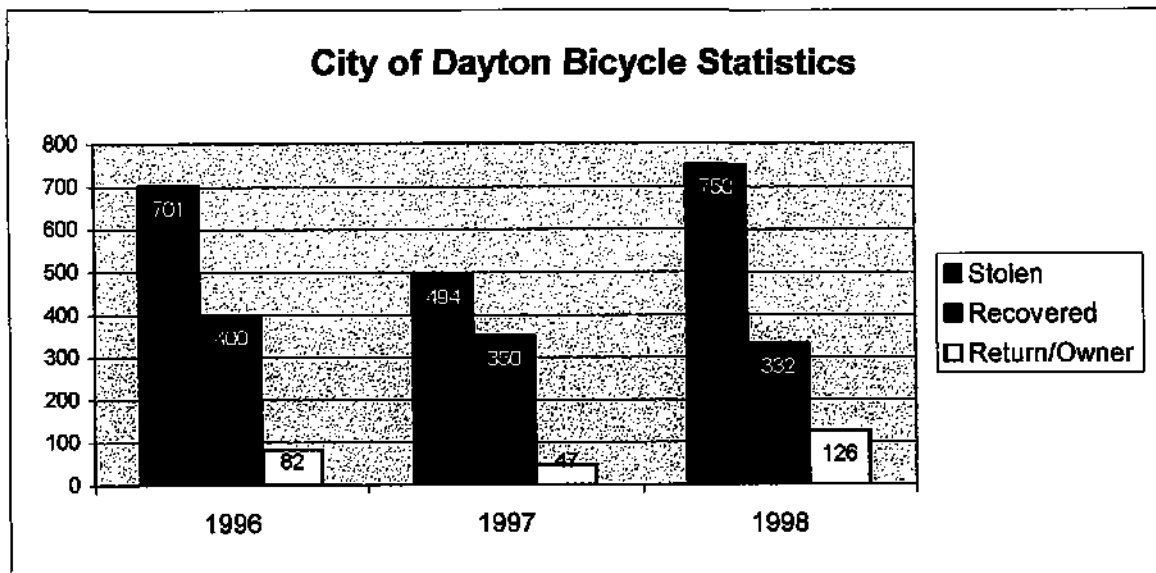
**Dayton Police Department
Bicycle Theft / Statistical Summary
1996 & 1997**

	D-1 1996	D-2 1996	D-3 1996	D-5 1996	CBD 1996	CITY TOTAL
1ST QTR	6	8		12		26
2ND QTR	36	73	19	66	13	207
3RD QTR	89	112	41	125		367
4TH QTR	15	42	11	16	17	101
TOTAL	146	235	71	219	30	701
RECV / ARREST	18 12%	19 8%	9 13%	32 15%	4 13%	82 12%
ECC / INV	127	215	59	182	26	609
OPEN	1	1	3	5	0	10
	D-1 1997	D-2 1997	D-3 1997	D-5 1997	CBD 1997	CITY TOTAL
1ST QTR	13	28	4	17		62
2ND QTR	31	53	17	57	6	164
3RD QTR	24	83	38	80		225
4TH QTR	7	10	2	13	11	43
TOTAL	75	174	61	167	17	494
RECV / ARREST	7 9%	18 10%	11 18%	9 5%	2 12%	47 10%
ECC / INV	51	124	33	95	9	312
OPEN	17	32	17	63	6	135

** This statistical summary only includes 1 month of the 4th quarter in 1997.

City of Dayton Bicycle Theft Statistics

	1996	1997	1998	3 year Totals
Stolen	701	494	750	1945
Recovered	400 57%	350 71%	332 44%	1082 56%
Return/Owner	82 21%	47 13%	126 38%	255 24%
Total Dollar Loss (3 year period)	\$ 389,000.00		Dollar Loss Annually	\$ 129,666.67



1998	Bicycles Return/Owner	Registered or Owner Info	%
	126	93	74%

Fact

In 1993 5,500,000 million bicycles were reported stolen nationally. Using an average cost of \$200, that's a loss of over \$1,000,000,000 (1 billion). That loss is more then the total losses of all bank robberies in the U.S. for that year.



**DAYTON POLICE DEPARTMENT
"OPERATION REGISTRATION"**

Registration Sticker Specifications:

Material:	White, Scotchiite (3M)Series 510-10 reflective sheeting with weatherproof, pressure sensitive, permanent adhesive.
Size:	1 - 2"x4" label scored at 1" to make two labels (1 - 2"x3", 1 - 1"x2")
Printing:	Labels being silk screened with reflex blue ink with the attached artwork.
Numbering:	Labels are to be numbered as sets, in the designated locations (D-0001/D-5000)
Unit Measure:	Stickers will be packaged in 100 sets per roll.

**DAYTON POLICE DEPARTMENT
BICYCLE REGISTRATION FORM**

(Use parents name & information if under 18)

LAST NAME: _____ FIRST: _____
ADDRESS: _____ APT. _____
CITY: _____ ZIP: _____ SECTOR: _____
HOME PH: _____ WORK PH: _____
OWNERS S.S.N. _____ AGE: _____

(BICYCLE INFORMATION)

MANUFACTURER: _____
MODEL NUMBER: _____ NAME: _____
COLOR: _____ SIZE: _____ VALUE: _____
SERIAL # _____ B/G _____

REGISTRATION # _____ NEW or RE-ISSUE
ISSUING DATE : _____ PDA: _____
NOTES:

RELEASE

I, _____ voluntarily agree to participate in "Operation Registration".
A bicycle registration program developed and administered by the Dayton Police Department and agree to have a registration sticker applied to the frame of my bicycle.

I further acknowledge that the model / serial number on my bicycle may not be unique due to the manufacturers standards. If needed the registration number may be stamped into the frame of my bicycle.

I further acknowledge that this stamping process could possibly damage the cosmetic finish of my bicycle and I further agree to hold the City of Dayton, the Dayton Police Department and their agents safe and harmless against any claims of damage that may occur to my bicycle.

Further the undersigned hereby agrees to save, hold harmless and indemnify the City of Dayton and the Dayton Police Department, its officers, employees, agents and elected officials in their official and individual capacities, of and from any and all claims, actions, causes of action, demands, rights damages, cost, loss of service, expenses and compensation which may accrue or be brought by any person, representative of that person, heir, executor, administrator, successor, or assigns, which now or may thereafter accrue on account of or in any arise out of the aforementioned Bicycle Registration.

WITNESS

OWNER (Use Parents Signature if Under 18)

WHITE: DEPARTMENTAL FILE

YELLOW: DATA ENTRY

PINK: OWNER