Juvenile Firesetter Intervention Specialist II

JFIS II-Student Manual

1st Edition, 3rd Printing-November 2006

Homeland Security
U.S. DEPARTMENT OF HOMELAND SECURITY

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U.S. DEPARTMENT OF HOMELAND SECURITY

PREPAREDNESS DIRECTORATE

UNITED STATES FIRE ADMINISTRATION

NATIONAL FIRE ACADEMY

FOREWORD

The U.S. Fire Administration (USFA), an important component of the Department of Homeland Security (DHS) Preparedness Directorate, serves the leadership of this Nation as the DHS's fire protection and emergency response expert. The USFA is located at the National Emergency Training Center (NETC) in Emmitsburg, Maryland, and includes the National Fire Academy (NFA), National Fire Data Center (NFDC), National Fire Programs (NFP), and the National Preparedness Network (PREPnet). The USFA also provides oversight and management of the Noble Training Center in Anniston, Alabama. The mission of the USFA is to save lives and reduce economic losses due to fire and related emergencies through training, research, data collection and analysis, public education, and coordination with other Federal agencies and fire protection and emergency service personnel.

The USFA's National Fire Academy offers a diverse course delivery system, combining resident courses, off-campus deliveries in cooperation with State training organizations, weekend instruction, and online courses. The USFA maintains a blended learning approach to its course selections and course development. Resident courses are delivered at both the Emmitsburg campus and its Noble facility. Off-campus courses are delivered in cooperation with State and local fire training organizations to ensure this Nation's firefighters are prepared for the hazards they face.

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COURSE SCHEDULE

Unit 1:   Introduction

Unit 2:   The Extent of the Juvenile Firesetter Problem

Unit 3:   Coalitions/Interagency Networks

Unit 4:   Administrative Tools

Unit 5:   Primary Prevention

Unit 6:   Program Evaluation--What is Successful?

UNIT 1: INTRODUCTION

OBJECTIVES

The students will:

1.   *Identify the roles, duties, and responsibilities of the Juvenile Firesetter Intervention Specialist (JFIS) I and II or someone assigned to these positions.*

2.   *Relate what the JFIS I and II need to be able to do within the requirements of National Fire Protection Association (NFPA) Standard 1035:* Standard for Professional Qualifications for Public Fire and Life Safety Educator.

NOTE-TAKING GUIDE

NOTE-TAKING GUIDE

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JUVENILE FIRESETTER
INTERVENTION
SPECIALIST II

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UNIT 1:
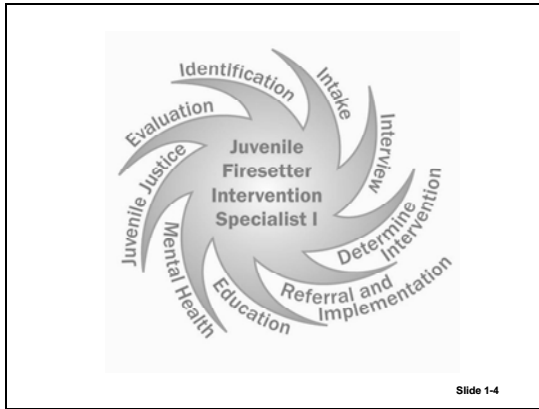INTRODUCTION

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OBJECTIVES

The students will:
• Identify the roles, duties, and responsibilities of the Juvenile Firesetter Intervention Specialist (JFIS) I and II or someone assigned to these positions.
• Relate what the JFIS I and II need to be able to do within the requirements of National Fire Protection Association (NFPA) Standard 1035: *Standard for Professional Qualifications for Public Fire and Life Safety Educator.*

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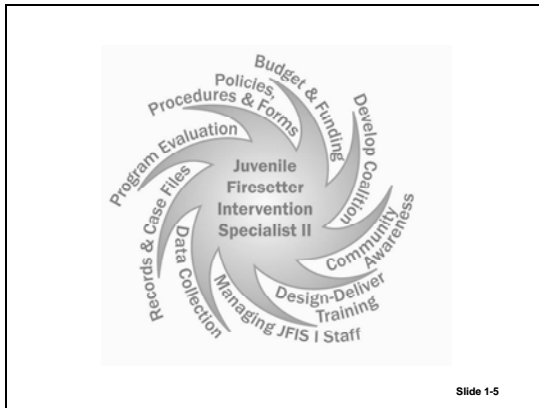
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COURSE OVERVIEW

- **Student Manual (SM)**
- **Course units**
- **Student evaluation**
- **Examination (20 multiple-choice questions)**

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**Activity 1.1
Introductions**

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OVERVIEW

The issue of child firesetting and
juvenile arson has many variables:
• Age.
• Motivation for firesetting behavior.
• Type of fires set.
• Ignition materials used to set the fire.

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OVERVIEW (cont'd)

• Firesetting behavior is a symptom of
a problem.
• The end result is costly to:
– The child.
– The family.
– The community.

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**REVIEW OF THE ROLE OF
THE JUVENILE FIRESETTER
INTERVENTION SPECIALIST I**

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**ROLE OF THE JUVENILE
FIRESETTER INTERVENTION
SPECIALIST I**

Use the interview process
- **Determine motivation for firesetting**
- **Assess the child**
- **Determine type of firesetter and risk level**

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**ROLE OF THE JUVENILE
FIRESETTER INTERVENTION
SPECIALIST I (cont'd)**

- **Use an approved interview/assessment screening tool**
- **Collect and document the intake information**
- **Distinguish simple from complex firesetting situations**
- **Determine most appropriate intervention strategy**

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**ROLE OF THE JUVENILE
FIRESETTER INTERVENTION
SPECIALIST I (cont'd)**

- **Determine the intervention strategy**
- **Educational intervention**
- **Mental health**
- **Social services**
- **Child welfare**
- **Juvenile justice**
- **Other services as need dictates**

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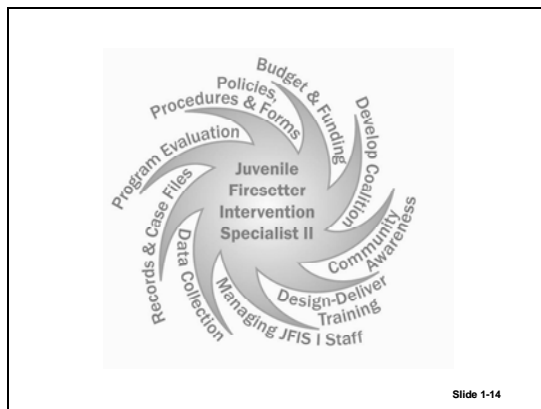
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**ROLE OF THE JUVENILE
FIRESETTER INTERVENTION
SPECIALIST II**

Know your problem

- **Use appropriate data sources**
- **Collect both real and potential
  information**
- **Use collaborative efforts**
- **Build a community-based child firesetting
  and juvenile arson program**

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ROLE OF THE JUVENILE FIRESETTER INTERVENTION SPECIALIST II (cont'd)

Organize a community-based program
- **Cooperate with many agencies**
- **Develop partnerships**

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ROLE OF THE JUVENILE FIRESETTER INTERVENTION SPECIALIST II (cont'd)

Program development and maintenance requires the use of tools such as:
- **Budget**
- **Resources**
- **Program documentation**
- **Databases**

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**ROLE OF THE JUVENILE
FIRESETTER INTERVENTION
SPECIALIST II (cont'd)**

What is successful?
- **Loss reduction**
- **Determination of methods to enhance effectiveness**

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**ROLE OF THE JUVENILE
FIRESETTER INTERVENTION
SPECIALIST II (cont'd)**

Two program components that begin the process of reducing the risk of juvenile firesetting:
- **Primary prevention**
- **Intake**

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**ROLE OF THE JUVENILE
FIRESETTER INTERVENTION
SPECIALIST II (cont'd)**

Use the interview process
- **Determine motivation for firesetting**
- **Profile the child**
- **Determine risk level**

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**ROLE OF THE JUVENILE
FIRESETTER INTERVENTION
SPECIALIST II (cont'd)**

- **Use an approved assessment instrument or tool**
- **Organize the information**
- **Distinguish simple from complex firesetting situations**

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**ROLE OF THE JUVENILE
FIRESETTER INTERVENTION
SPECIALIST II (cont'd)**

Determine the intervention strategy
- **Education program**
- **Counseling referral**
- **Law enforcement/Juvenile justice**

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**ROLE OF THE JUVENILE
FIRESETTER INTERVENTION
SPECIALIST II (cont'd)**

Summary
- **Develop and implement a multiagency, community-based intervention program to address child firesetting and juvenile arson**
- **Reduce repeat firesetting and identify troubled children and youth**

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**Activity 1.2
Role of the Juvenile Firesetter
Intervention Specialist II**

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**REVIEW OF NFPA
STANDARD 1035**

Job Performance Requirements (JPR's)
- **Chapter 9: Juvenile Firesetter
  Intervention Specialist I**
- **Chapter 10: Juvenile Firesetter
  Intervention Specialist II**

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NFPA 1035

Juvenile Firesetter Intervention Specialist I
**The individual who has demonstrated the
ability to conduct an interview with a
firesetter and their family using prepared
forms and guidelines and who, based on
recommended practice, may determine the
need for referral for counseling and/or
implements educational intervention
strategies to mitigate effects of firesetting
behavior.**

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NFPA 1035 (cont'd)

Juvenile Firesetter Intervention Specialist II
The individual who has demonstrated the ability to coordinate child firesetting intervention program activities and the activities of Juvenile Firesetter Intervention Specialist.

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Has your opinion of your position in relation to the Standard changed?

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ACTIVITY WORKSHEETS

Activity 1.1

Introductions

Purpose

To introduce yourselves individually to the class.

Directions

Individually introduce yourself to the class by giving:

1.   Your name.

2.   Where you are from.

3.   The organization you work for.

4.   When you signed up for this course, what you expected to get from it.

Activity 1.2

Role of the Juvenile Firesetter Intervention Specialist II

Purpose

To provide an introduction to NFPA Standard 1035.

Directions

1.   Describe the top two things that you do in your community as part of your job as a JFIS II.

2.   The instructor will list all of the responses on an easel pad and post it in the room.

3.   Identify whether you are a level-one or level-two JFIS, and why.

BACKGROUND TEXT

COURSE OVERVIEW

Figure 1-1
Juvenile Firesetter Intervention Specialist I
Course Graphic

Two processes will be covered in the next 5 days. First is the process used when dealing with the juvenile firesetter, which coincides with the Juvenile Firesetter Intervention Specialist (JFIS) I portion of the NFPA Standard. This includes the following steps:

- identification;
- intake;
- interview;
- determine intervention strategy;
- refer/implement:
  - education,
  - mental health,
  - juvenile justice; and
- evaluation.

Figure 1-2
Juvenile Firesetter Intervention Specialist II
Course Graphic

The second set of steps are those necessary to develop and maintain a juvenile firesetter intervention program, which coincides with the JFIS II portion of the Standard. These include

- program, policies, procedures, and forms;
- budget and funding;
- coalition/interagency network;
- community awareness;
- develop/deliver training;
- managing JFIS I staff;
- data collection;
- records and case files; and
- program evaluation.

Organization of the Student Manual

- Unit Objectives;
- Note-Taking Guide (NTG) with slides used during class;
- activity directions and worksheets;
- text--background reading; and
- Bibliography.

Course Units

1. Unit 1: Introduction.

2. Unit 2: The Extent of the Juvenile Firesetter Problem.

3. Unit 3: Coalitions/Interagency Networks.

4. Unit 4: Administrative Tools.

5. Unit 5: Primary Prevention.

6. Unit 6: Program Evaluation--What is Successful?

Student Evaluation

Students will be evaluated using a multiple-choice test at the end of the class. The test will include 20 questions.

OVERVIEW

The issue of child firesetting and juvenile arson has many variables, such as age, motivation for firesetting behavior, type of fires set, ignition materials used to set the fire, etc. What we know about firesetting children is that their behavior is a symptom of a problem, communicating need in a very powerful and destructive manner. The end results of child firesetting and juvenile arson are costly to that child, his/her family, and the entire community in lives lost, injury, loss of environmental resources, and property damage, regardless of age or motivation for firesetting.

Fire in the hands of children destroys!

REVIEW OF THE ROLE OF THE JUVENILE FIRESETTER INTERVENTION SPECIALIST I

Use an interview process to determine motivation for firesetting behavior and to assess a child to determine the risk level for future firesetting behavior. The interview with child firesetters and their families is key in determining risk levels for future firesetting behavior. The JFIS I is responsible for:

- using an approved assessment instrument or tool;
- organizing information; and
- efficiently distinguishing a simple firesetting situation from a complex one.

The JFIS I will determine intervention strategies which may include

- educational programs;
- mental health referral; and
- law enforcement/juvenile justice.

ROLE OF THE JUVENILE FIRESETTER INTERVENTION SPECIALIST II

The first step in organizing a community-based program effort to deal with firesetting and arson is to know your problem. Unit 2 discusses the extent of the fire problem. The JFIS II is responsible for:

- using appropriate data sources;
- collecting both real and potential information regarding this problem area; and
- demonstrating the need for a collaborative effort to build a community-based child firesetting and juvenile arson program.

Organizing a community-based program to deal with child firesetting and juvenile arson requires the cooperation of many agencies in the community. Community coalitions are discussed in Unit 3.

Program development and maintenance requires tools. These tools are included in Unit 4. In Unit 5, developing an education/training program is discussed, as is the need for primary prevention strategies. Program effectiveness in terms of loss reduction and the determination of methods to enhance effectiveness is a critical program component. Determination of "What is Successful?" is discussed in Unit 6.

In designing a program to deal with child firesetting and juvenile arson, two program components that begin the process of dealing with the juvenile firesetter are

1.   Primary prevention--fire safety education before any firesetting behavior occurs.

2.   Intake to address firesetting behavior as it occurs.

Using an interview process to determine motivation for firesetting behavior, and profiling a child to determine the risk level for future firesetting behavior, are the next steps when dealing with the juvenile firesetter. For child firesetters and their families, the interview is key in determining risk levels for future firesetting behavior.

The JFIS II is responsible for using an approved assessment instrument or tool, organizing information, and efficiently distinguishing a simple from a complex firesetting situation.

The next step is to develop a **program strategy**. The JFIS II will determine intervention strategies which may include

*   education programs;
*   counseling referral; and
*   law enforcement/juvenile justice.

The development and implementation of a multiagency, community-based intervention program to address child firesetting and juvenile arson could affect the overall number of fires set by children and youth. Most importantly, it reduces repeat firesetting and identifies troubled children and youth by addressing the problems that cause the behavior.

REVIEW OF THE NFPA STANDARD 1035

Chapter 9: Juvenile Firesetter Intervention Specialist I

- 9.1 General Requirements.

    - 9.1.1 General Requisite. Fire safety education, interviewing techniques.
    - 9.1.2 General Requisite Skills. The ability to communicate orally, communicate in writing.

- 9.2 Administration.

    - 9.2.1 Assemble forms and materials.
    - 9.2.2 Assemble interview tools and material resources.
    - 9.2.3 Utilize personal work schedule.
    - 9.2.4 Report case information to supervisor.
    - 9.2.5 Record and secure data, given case information.

- 9.3 Planning and Development.

- 9.4 Education and Implementation.

    - 9.4.1 Review a case file, given intake information.
    - 9.4.2 Initiate contact with the family, given the case file.
    - 9.4.3 Conduct an intake/interview, given program forms and guidelines.
    - 9.4.4 Determine intervention and referral options: educational, mental health, and possible legal consequences.
    - 9.4.5 Implement educational, mental health, and legal interventions, given the case file.
    - 9.4.6 Implement referral process, given current interagency network list.

- 9.5 Evaluation.

    - 9.5.1 Collect and record feedback from the firesetter and family.
    - 9.5.2 Measure changes in firesetter and family behavior.

Chapter 10: Juvenile Firesetter Intervention Specialist II

- 10.1 General Requirements.

    - 10.1.1 General Requisite Knowledge.
    - 10.1.2 General Requisite Skills.

- 10.2 Administration.

  - 10.2.1 Formulate program policies and procedures.
  - 10.2.2 Develop a program budget.
  - 10.2.3 Identify and assign a JFIS I.
  - 10.2.4 Supervise the JFIS I.
  - 10.2.5 Maintain records and case files of each juvenile firesetter.

- 10.3 Planning and Development.

  - 10.3.1 Develop an interagency network.
  - 10.3.2 Develop or select program forms.
  - 10.3.3 Design a training program for program personnel.
  - 10.3.4 Develop a community awareness program.
  - 10.3.5 Create a data collection system.

- 10.4 Education and Implementation.

  - 10.4.1 Deliver a training program for program personnel.
  - 10.4.2 Maintain a current interagency network.
  - 10.4.3 Deliver community awareness training to current interagency network members.

- 10.5 Evaluation.

  - 10.5.1 Evaluate program, given program goals, case records, and feedback.
  - 10.5.2 Analyze the effectiveness of the program.
  - 10.5.3 Prepare a report on program outcome.

UNIT 2:
THE EXTENT OF THE JUVENILE FIRESETTER PROBLEM

OBJECTIVES

The students will:

1.   Recognize the importance of addressing the juvenile firesetting problem in their communities.

2.   Identify trends in juvenile firesetting.

3.   Identify the role of the education system in school arson.

NOTE-TAKING GUIDE

NOTE-TAKING GUIDE

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UNIT 2:
THE EXTENT OF THE JUVENILE
FIRESETTER PROBLEM

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OBJECTIVES

The students will:
• Recognize the importance of addressing the juvenile firesetting problem in their communities.
• Identify trends in juvenile firesetting.
• Identify the role of the education system in school arson.

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Is juvenile firesetting a problem?

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For what portion of overall losses are children responsible?

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THE EXTENT OF THE JUVENILE FIRESETTER PROBLEM

Fires reported by U.S. fire departments show that children playing with fire started 41,900 fires, causing an estimated 165 civilian deaths, 1,900 civilian injuries, and $272 million in direct property damage.

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THE EXTENT OF THE JUVENILE FIRESETTER PROBLEM (cont'd)

The crime of arson has the highest rate of juvenile involvement. For the eighth straight year, juvenile firesetters accounted for at least half of those arrested for arson. According to the Federal Bureau of Investigation (FBI), nearly one-third of those arrested were children under the age of 15, and 5 percent were under the age of 10.

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TWO MAJOR CONTRIBUTING FACTORS

- Children have access to lighters and matches.
- Children are left unsupervised.

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THE EXTENT OF THE JUVENILE FIRESETTER PROBLEM (cont'd)

Roughly three out of every four children experiment with fire, and at least four-fifths of associated deaths and injuries involve matches or lighters. Children also start fires by playing with candles, stoves, fireworks, and cigarettes.

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THE EXTENT OF THE JUVENILE FIRESETTER PROBLEM (cont'd)

Just over half of children experimenting with fire in homes start a fire in the bedroom. Three out of five involve children igniting bedding, mattresses, upholstered furniture, or clothing.

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THE EXTENT OF THE JUVENILE FIRESETTER PROBLEM (cont'd)

A major contributor to youth-set fires is a child having access to lighters. In 1998, an estimated 2,400 residential structure fires occurred that were caused by children younger than age 5 playing with cigarette lighters. Children younger than age 5 playing with multipurpose lighters caused an estimated 800 residential fires that resulted in about 20 deaths, 50 injuries, and $15.6 million in property loss in 1998.

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THE EXTENT OF THE JUVENILE FIRESETTER PROBLEM (cont'd)

According to studies of firesetting behavior, children who start fires may be children in crisis, with fires acting as cries for help from stressful life experiences or abuse.

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THE EXTENT OF THE JUVENILE FIRESETTER PROBLEM (cont'd)

A study by the National Fire Protection Association (NFPA) indicates a substantial link between arson and illegal drug activity, on the order of one-fifth to one-fourth (20 to 25 percent) of reported arson cases in affected cities.

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THE EXTENT OF THE JUVENILE FIRESETTER PROBLEM (cont'd)

- The median age of children who start reported fires by experimentation is 5 years old, compared to a median age of 3 years old for fatal victims and a median age in the early 20's for nonfatal injuries.
- Six to eight percent of all those arrested for arson are under age 10, a higher percentage than any other crime.

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JUVENILE FIRESETTING AND ARSON

"Arson and suspected arson constitute the largest single cause of property damage due to fire in the United States."

- Dr. John Hall, "The Truth About Arson"
NFPA Journal, Nov/Dec 1998.

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ARSON IN SCHOOLS

- Arson accounts for 37 percent of all school structure fires and 52 percent of middle and high school structure fires.
- Seventy-eight percent of school fires occur during the school week.
- Fifty-five percent of fires occur between 8 a.m. and 5 p.m., the hours students are most likely to be in school.

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ARSON IN SCHOOLS (cont'd)

"School fires are largely preventable through increased community prevention, outreach, and student supervision."

-U.S. Fire Administrator R. David Paulison

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JUVENILE FIRESETTING AND ARSON (cont'd)

• **Create a plan for problem identification and program strategy.**
• **Each community is unique.**
• **Time spent researching your problem and designing a strategy will pay high dividends.**

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KNOW YOUR PROBLEM

• **First step in organizing a community-based program.**
• **Encourages support.**
• **Juvenile firesetting is very serious.**
• **Community could work together to reduce problem.**

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KNOW YOUR PROBLEM (cont'd)

- **Who is setting fires?**
- **What kind of fires are being set by children and youth?**
- **What was the motivation behind these fires?**
- **What was the cost from these fires?**

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RECOGNIZING JUVENILE INVOLVEMENT

- **Location of the fire**
- **Ignition source**
- **Items burned**
- **Time of day**
- **Presence of children**

--Fireproof Children

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INCIDENT LOCATION INJURIES AND DEATHS

Average 1995-1999

	Fires	Deaths	Injuries
Home	23.9 %	96.4 %	89 %
Other Residential	0.4 %	1.2 %	0.8 %
Nonresidential	5.0 %	0.8 %	2.0 %
Vehicle	1.4 %	1.2 %	1.3 %
Outdoor or Other	69.4 %	0.4 %	7.0 %

NFPA, 2003   *--Fireproof Children*

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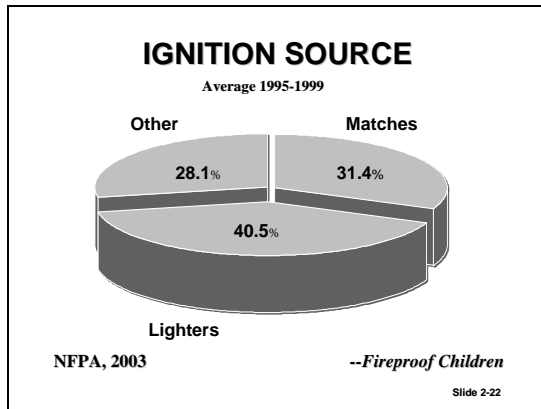
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AGE OF VICTIMS

Average 1995-1999

Ages 4-6

Ages 0-3   20%   6%   **Ages 7-9**

5%   **Ages 10-17**

50%

18%

Adults

NFPA, 2003   *--Fireproof Children*
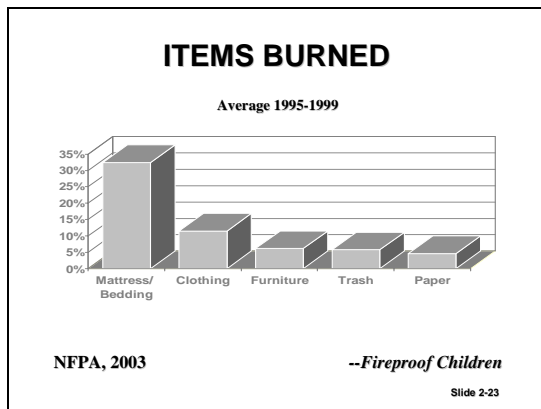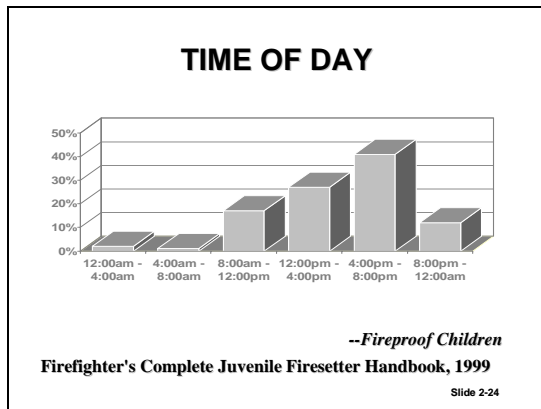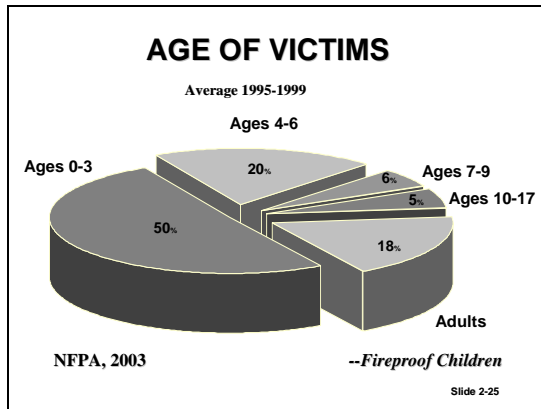
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VIDEO:

"The Faces of Juvenile Fire Setting in the State of Maryland"

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DATA COLLECTION SOURCES

- **National Fire Incident Reporting System (NFIRS)**
- **National Fire Information Council (NFIC)**
- **National Association of State Fire Marshals (NASFM)**
- **SOS Fires**

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DATA COLLECTION SOURCES
(cont'd)

• State Fire Marshal
• State Burn Injury Reporting System
• Hospital records
• Schools, public health, police, courts
• Uniform Crime Report

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Activity 2.1
The Extent of the Problem

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ACTIVITY WORKSHEET

Activity 2.1

The Extent of the Problem

Purpose

To recognize the importance of addressing the juvenile firesetting problem.

Directions

1. Discuss in your small group what you have identified as the juvenile firesetting problem in your community.

    a. What constitutes a problem in your community?

    b. Why is it important to address these problems?

2. Identify the similarities and the differences among the members of the group.

BACKGROUND TEXT

HOW DO YOU KNOW YOU HAVE A PROBLEM?

Is juvenile firesetting a problem?

Juvenile Firesetting Facts

National fire agencies estimate that the extent of juvenile firesetting by young children alone is far reaching.

Fires reported by U.S. fire departments show that children playing with fire started 41,900 fires, causing an estimated 165 civilian deaths, 1,900 civilian injuries, and $272 million in direct property damage.

The crime of arson has the highest rate of juvenile involvement. For the eighth straight year, juvenile firesetters accounted for at least half of those arrested for arson. According to the Federal Bureau of Investigation (FBI), nearly one-third of those arrested were children under the age of 15, and 5 percent were under the age of 10.

Roughly three out of every four children experiment with fire, and at least four-fifths of associated deaths and injuries involve matches or lighters. Children also start fires by playing with candles, stoves, fireworks, and cigarettes.

Just over half of children experimenting with fire in homes start a fire in a bedroom. Three out of five involve children igniting bedding, mattresses, upholstered furniture, or clothing.

A major contributor to youth-set fires is a child having access to lighters. In 1998, the most recent year for which national fire loss data are available, an estimated 2,400 residential structure fires occurred that were caused by children younger than age 5 playing with cigarette lighters. Children younger than age 5 playing with multipurpose lighters caused an estimated 800 residential fires that resulted in about 20 deaths, 50 injuries, and $15.6 million in property loss in 1998.

According to studies of firesetting behavior, children who start fires may be children in crisis, with the fires acting as cries for help from stressful life experiences or abuse.

A study by the National Fire Protection Association (NFPA) indicates a substantial link between arson and illegal drug activity, on the order of one-fifth to one-fourth (20 to 25 percent) of reported arson cases in affected cities.

The median age of children who start reported fires by experimentation is 5 years old, compared to a median age of 3 years old for fatal victims and a median age in the early 20's for nonfatal injuries.

Six to eight percent of all those arrested for arson are under age 10, a higher percentage than for any other crime.

Most children who experiment with fires start them with lighters or matches.

Only a small percentage of school fire incidents are reported to fire departments each year. Incomplete fire reporting gives an inaccurate picture of the school fire problem.

Sources: NFPA, *Children Playing with Fire*, November, 2003; Oregon Office of the State Fire Marshal, *Fires Caused by Children Playing with Lighters*, Consumer Product Safety Commission, September 2000; United States Fire Administration (USFA) National Fire Data Center statistics; and the FBI Uniform Crime Report.

"Arson and suspected arson constitute the largest single cause of property damage due to fire in the United States."--Dr. John Hall, "The Truth About Arson." *NFPA Journal*. Nov/Dec 1998.

Arson in Schools

It is important that the juvenile firesetter intervention program personnel have a good working relationship with the local school system. There has to be an element of trust formed or the schools will be reluctant to contact the juvenile firesetter intervention program staff, the fire department, or law enforcement. Many school systems fear that if they report incidents, it will damage the school system's reputation and, in some cases, lower their rating, resulting in a loss of funding.

The leading cause of school structure fires on average is incendiary/suspicious activity, which includes arson fires, and accounts for 37 percent of all school structure fires and 52 percent of middle and high school structure fires.

Seventy-eight percent of school fires occur during the school week and 22 percent on weekends. Fifty-five percent of fires occur between 8 a.m. and 5 p.m., the hours students are most likely to be in school.

Fatalities from school fires are rare, but injuries per fire were higher in school structure fires than nonresidential structure fires on average. Although most fires occur outdoors, fatal fires occur most frequently in structures. In 2002 outdoor fires accounted for 40 percent of all fires but only 3 percent of fatal fires.

Nationally, fires caused over $84 million damage to educational structures in 1998.

The focus of the 2005 Arson Awareness Campaign was arson in schools. Review the USFA and Oregon State Fire Marshal Reports located in the Appendices of this unit.

Arson-related information can be requested through the USFA Publications center at (800)561-3356, between 7:30 a.m. and 5 p.m. http://www.usfa.fema.gov/usfapubs.

A solid approach in working toward a coordinated, successful program is to create a plan that includes both problem identification and a program strategy to address the problem, as it exists in your area.

Although this will provide a general outline and process of how to develop and implement a community program to address child firesetting and juvenile arson, each community is unique in its resources, demographics, agencies, agency functions, laws and policies, and problems with fire.

Time spent researching the necessary information about your problem and designing a strategy will pay high dividends once the program becomes visible in the community.

KNOW YOUR PROBLEM

The first step in organizing a community-based program effort to deal with firesetting and arson is **to know your problem**. Knowing the extent of your local problem will encourage individuals and agencies to support a program to meet the needs of the community. The issue of child firesetting and arson is very serious, costly, and complex but, with proper planning, strategy, and support, a community approach to firesetting behavior is very possible.

There are many variables involved in understanding firesetting behavior and how a community could work together to reduce, perhaps eliminate, a huge portion of this problem.

Collecting available information and data will demonstrate the real or existing problem and need, and will answer these questions:

- Who is setting fires in your town?

- What kind of fires are being set by children and youth?

- What was the motivation behind these fires?

- What was the cost from these fires in lives lost, injuries, loss of environmental resources, and property damage?

Add to this the number of children living in your area, especially children ages 14 and younger. This will demonstrate the potential for firesetting behavior. Many children set small fires that never get reported, nor is the fire department called to respond.

Even if parents or caregivers know about this, they lack understanding regarding the progressive and serious nature of this behavior, and often don't know where to go for help.

Data collection sources pertaining to the real child firesetting and juvenile arson problem will include, but not be limited to, the following:

- National Fire Incident Reporting System (NFIRS);
- National Fire Information Council (NFIC);
- National Association of State Fire Marshals (NASFM);
- SOS Fires; and
- other statewide or local reporting systems:
  - Office of the State Fire Marshal,
  - State Burn Injury Reporting System,
  - hospital emergency room or burn unit records,
  - school injury records,
  - statewide public health data,
  - police crime reports,
  - juvenile court records, and the
  - Uniform Crime Report.

Contact the Federal Bureau of the Census to learn the number of children 18 years of age and younger (especially male children ages 12 and younger) that live in your community. This will give you an idea of your potential problem, since most children become interested in learning about fire at an early age.

Year-round fire safety education, especially for children at the preschool level, can reduce the number of child curiosity firestarts significantly.

Other information might relate to beliefs, values, and cultural practices with fire by specific groups within the community, or to other demographic information about the community (e.g., vacant buildings, gang activity, etc.).

Having documented the need, the next step is to develop a program strategy to meet this need.

APPENDIX A

United States Fire Administration

Technical Report Series

Arson and Juveniles:

Responding to the Violence

A review of teen firesetting and interventions

SPECIAL REPORT

Federal Emergency Management Agency

United States Fire Administration

This document was scanned from hard copy to portable document format (PDF) and edited to 99.5% accuracy. Some formatting errors not detected during the optical character recognition process may appear.

United States Fire Administration
Major Fire Investigation Program

The United States Fire Administration develops reports on selected major fires and related incidents throughout the country. The fires usually involve multiple deaths or a large loss of property. But the primary criterion for deciding to write a report is whether it will result in significant "lessons learned." In some cases these lessons bring to light new knowledge about fire -- the effect of building construction or contents, human behavior in fire, etc. In other cases, the lessons are not new, but are serious enough to highlight once again because of another fire tragedy. Special reports also are developed to discuss events, drills, or new technologies or tactics that are of interest to the fire service.

The reports are sent to fire magazines and are distributed at national and regional fire meetings. The reports are available on request from USFA. Announcements of their availability are published widely in fire journals and newsletters.

This body of work provides detailed information on the nature of the fire problem for policymakers who must decide on allocations of resources between fire and other pressing problems, and within the fire service to improve codes and code enforcement, training, public fire education, building technology, and other related areas.

The Fire Administration, which has no regulatory authority, sends an experienced fire investigator into a community after a major incident only after having conferred with the local fire authorities to insure that USFA's assistance and presence would be supportive and would in no way interfere with any review of the incident they are themselves conducting. The intent is not to arrive during the event or even immediately after, but rather after the dust settles, so that a complete and objective review of all the important aspects of the incident can be made. Local authorities review USFA's report while it is in draft form. The USFA investigator or team is available to local authorities should they wish to request technical assistance for their own investigation.

For additional copies of this report write to the United States Fire Administration, 16825 South Seton Avenue, Emmitsburg, Maryland 21727.

Arson and Juveniles:

Responding to the Violence

A review of teen firesetting and interventions

SPECIAL REPORT

Paul Schwartzman
Hollis Stambaugh
John Kimball

Federal Emergency Management Agency

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ACKNOWLEDGMENTS

INTRODUCTION

The purpose of this U.S. Fire Administration special report is to document the problem of older children who set fires resulting in serious or potentially serious consequences. The report also examines the factors that commonly are associated with **intentional** firesetting by teenagers and discusses a number of community programs that intervene to control arson.

Historically, the term "juvenile firesetting" has been viewed as a "curious" kids problem. Fires set by youngsters playing with matches and lighters tend to be categorized as "accidental" or "children playing." However, juvenile firesetting also includes the deliberate destruction of property by juveniles through fire, which sometimes results in casualties. This is an increasingly serious problem in most U.S. cities. Information from a 10-year U.S. Fire Administration project of direct technical assistance to over 60 jurisdictions verifies the high rate of juvenile-set fires.

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This report focuses on adolescent firesetters between 14 and 18 years of age. Several case studies are presented to demonstrate the impact of these arson fires and to outline the family circumstances of the youth who were involved. The report also covers how the criminal justice system has been handling teen arson and reviews and compares several treatment and intervention program.

OVERVIEW OF THE PROBLEM

Arson is the number one cause of all fires (approximately 550,000 in 1994), and the second leading cause of residential fire deaths. Five hundred sixty five fire deaths and 3,440 fire injuries in 1994 were attributed to arson.

The dollar loss from arson fires was estimated at $3.6 billion for 1994. According to insurance industry reports, the average property loss from incendiary and suspicious fires in 1996 increased by 24 percent from the year 1995 to $27,810. The loss of valuable properties reduces the property tax revenues necessary to support public safety agencies including municipal fire departments.

Fire service data compiled by the National Fire Incident Reporting System (NFIRS) have repeatedly shown that firefighter injuries are significantly higher at arson fires than at accidental fires. Arson fires account for 22 percent of firefighter injuries.

The Federal Bureau of Investigation (FBI) Uniform Crime Report from 1995, the most recent year that complete data is available, indicates that juveniles account for the majority of arson arrests. **Fifty-two percent of arson arrests include children under the age of eighteen**. While national indicators of juvenile violent crime are suggesting that incidents such as murder and aggravated assault are on the decline, **the incidence of juvenile arson continues to increase**. In the early part of the 1990's, juvenile arson arrests remained constant at about 40 percent. In 1993, the figure was 49 percent. The majority of those arrested for arson in 1994 were under 15, and nearly 7 percent were younger than 10.

Using FBI statistics and National Incident Reporting System data, it is estimated that there are at least 100,000 fires annually in the United States directly attributable to children. It is widely believed that this number is conservative due to the fact that many fires never come to the attention of the fire service. According to the ninth edition of "Fire in the United States", the ratio of

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reported fires to unreported fires is about three to one. In many states, statutes do not allow younger children to be charged with arson and many are reluctant to label a child as an arsonist. In fact, if the percentage of juvenile arrests is applied to the total number of incendiary and suspicious fires that occurred in 1993, there were potentially 250,000 fires attributed to juveniles.

Figure 1. Breakout of Age Ranges Among Juveniles Arrested for Arson

Source: FBI Statistics - 1994
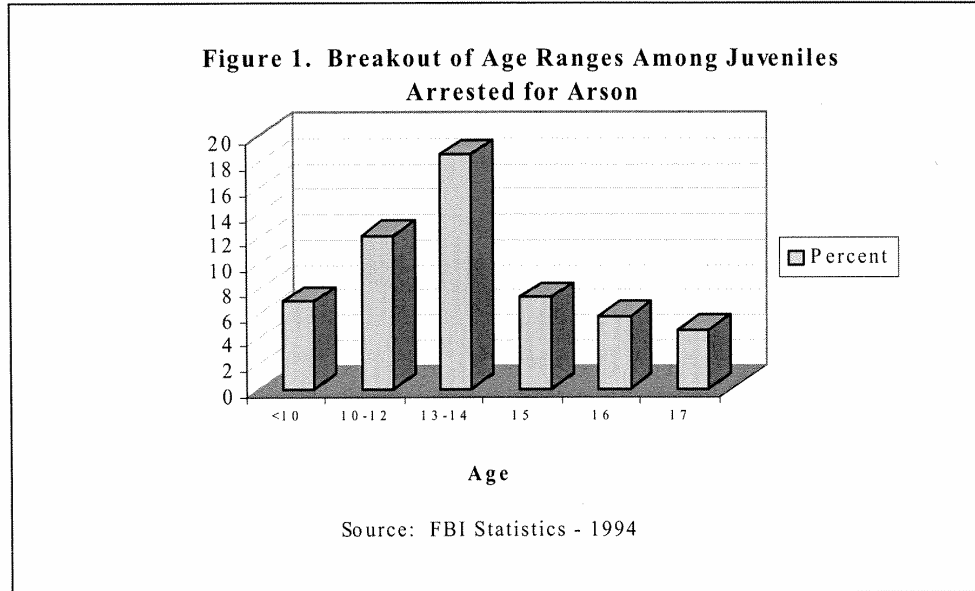
In 1994, two-thirds of all arson fires occurred outdoors. Previous research suggests that as children get older, their firesetting tends to be directed away from their own homes and involves locations such as garbage dumpsters, barns, vacant buildings, grasslands, automobiles, and schools. According to an aggregation of statistics from USFA, the National Fire Protection Association (NFPA), and the Federal Bureau of Investigation, twenty percent of arson fires occurred in structures, thirteen percent in automobiles, and sixty-six percent in the outdoors, primarily trash and grass fires. These percentages have remained fairly constant for more than a decade.

Figure 2. Places Where Arson Occurs
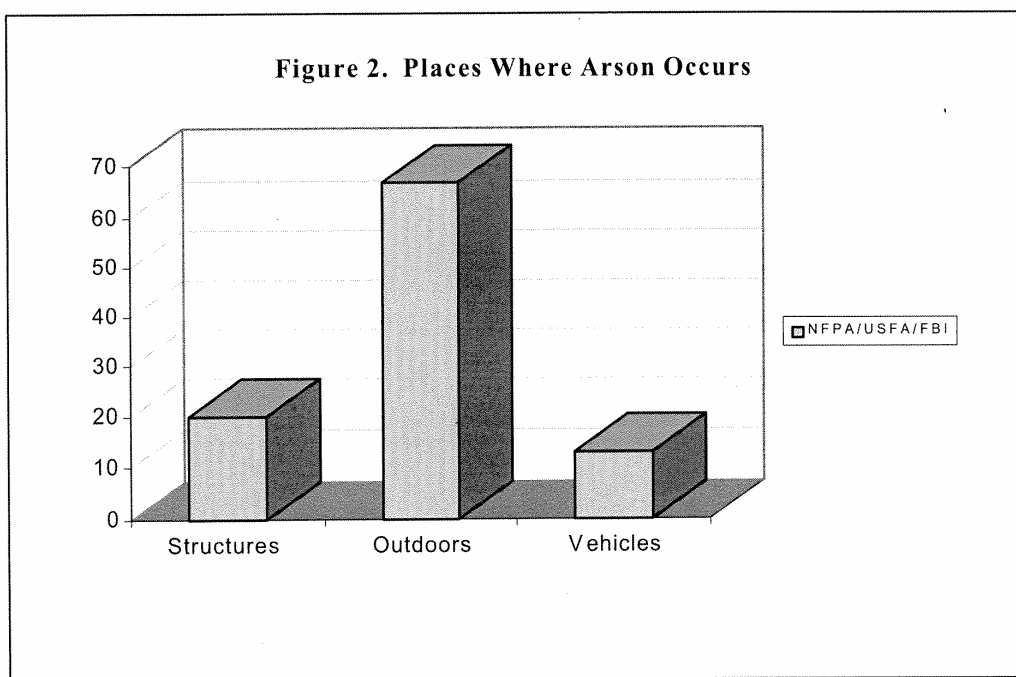
As part of the research for this report, a sampling of 35 incendiary fire cases involving older juveniles was reviewed. The cases were provided by eight selected fire departments.

Figure 3 provides a break out of where the juveniles started fires. **Twenty-six percent of these fires took place in occupied dwellings or schools**, 37 percent took place in abandoned houses and buildings, and 37 percent occurred outdoors in dumpsters, parks, or open areas. This 35 case sample was not necessarily representative due to the fact that cases were hand selected against specific criteria: a serious consequence to the firesetting, which builds in a bias toward occupied structures.

Figure 3. Study Cases of Serious Incendiary Fires Set By Older Juveniles		
Property	**Number**	**Percentage**
Occupied dwellings and schools	9	26
Abandoned structures	13	37
Dumpsters, Park, Open Areas	13	37

Although it appears that unoccupied buildings and outdoor areas (especially where there is debris or dumpsters) are at greatest risk for juvenile arson, a significant amount of fires are set in occupied structures, indicating that intentionally-set juvenile fires can have very serious consequences. When motive is factored in, a pattern tends to emerge both in the study cases and from local experience dealing with juvenile-set fires. Juveniles who set fires to bring attention to difficult family circumstances are more likely to target occupied structures like their homes or schools. Gang-related and revenge fires on the other hand, occur more often in abandoned buildings, (often used as drug houses or places to meet), but rarely in the offender's own home.

Juvenile-Set Fires Cost Lives and Property

Omaha, NE; April 25, 1996
A Captain in the Omaha Fire Department was killed while fighting a fire set by a 15 year old boy. The blaze was located in a department store and the fire captain was trapped when the roof collapsed on him. The cause of the officer's death was smoke inhalation. Omaha police considered the case a homicide.

Philadelphia, PA, September 19, 1994
Three youths, ages 13, 15 and 16 were hired by local drug dealers to set a fire in a vacant factory. The facility, the former Quaker Lace plant, was 5 stories high and covered most of a city block. Salvage and removal of heavy manufacturing equipment from the building was underway. While the structure was in the process of transition, one corner of it was being used by the police to monitor drug traffic in the neighborhood. A group of local drug dealers recruited the boys to burn the area used for observation.

The ensuing fire destroyed the entire factory and spread to the neighborhood, forcing the evacuation of 47 families. In all, 20 occupied properties and 11 automobiles were destroyed in the fire. The impact of the incident was so great that it provided the impetus for establishment of the Eastern Philadelphia Drug and Arson Task Force (EPDART), which remains in existence today.

Philadelphia, PA, March 1996
In a different neighborhood, seven youths under the age of 18 began setting fires in dumpsters then graduated to automobiles and vacant buildings. In March of 1996, members of this group set a fire in an illegal tire dump beneath Interstate 95 resulting in damages estimated at $8 million to the overpasses. Commuter and interstate traffic was disrupted during the incident and for months

during the repair. Various members of this group are linked to intentionally set fires in 18 vacant buildings in the same area.

Earlington, KY, April 5, 1997

Two teenage boys were charged with murder and arson when the fire they set in a three-story apartment building trapped and killed three people.

Aloha, OR, June 28, 1996

A twelve-year-old was determined to be criminally responsible for the deaths of eight people including five children aged 3 months to 10 years. He set the fire in an apartment stairwell using newspaper and rubbing alcohol. He was reportedly abused by his father as an infant and was subject to an alcohol fire set by the father, who is in prison on robbery charges.

Fire Department Response to Suspected Juvenile Involvement

Juvenile firesetting is a community problem, and the fire service is in a unique position to address it. The fire department has the job of detecting the problem, investigating the fires, and initiating a response ranging from educational intervention to prosecution. The fire service should make certain that the appropriate referral or action is taken. Documentation of observations made by company level fire crews and officers can be a critical link in the chain of arson recognition and intervention.

Generally, it is not difficult to ascertain juvenile involvement in set fires. Often, the characteristics of the fires present strong indicators that juveniles committed the crime. Discussions with fire investigators and a review of arson incident reports suggest several factors that are critical when solving juvenile-set fires. Many of these points relate to adult-caused incendiary fires as well.

- All fires set by juveniles need to be taken seriously. The size of the fire and the amount of damage are not good indicators of risk. Very often, juveniles who set fires start with small insignificant fires, then graduate to bigger, more daring blazes as they acquire confidence and experience. Fire investigators should address today's small fires as though they could become tomorrow's fatal, multiple alarm fires.

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- An immediate and systematic response is essential. As with other fires, investigators should respond to the scene and interview first arriving firefighters and available witnesses. Collecting witness information is one of the most critical parts of fire investigation. If investigations are delayed, witnesses can be difficult to track down. Even if they can be located, witnesses often are more hesitant to cooperate and provide less useful information after leaving the scene.

- Careful observation of the people watching the fire can help identify a firesetter. One investigator noticed that a certain young man tended to be present at every vacant building fire in a particular neighborhood during a three month period. The youth was also anxious to talk to firefighters about the fires.

- As is true in all incendiary and suspicious fires, preservation of evidence and thorough origin and cause investigations are very important. When questioning adolescents, especially resistant adolescents, knowing several facts in advance about the fire can help determine the truth. An investigator was attempting to determine the cause of a bedroom fire that resulted in several thousand dollars damage to a single family home. After looking at the fire damage to furniture and other articles in the room, he determined that the point of origin was the north wall which had a baseboard heater and burned debris in front of it. A careful review of the heater and thermostat showed no signs that it had malfunctioned or overheated. The firesetter apparently had stuffed clothing and boxes into the heater, thus precipitating the fire.

  The adolescent originally reported that he entered the room, smelled smoke, heard the smoke detector, and called the fire department to report "flames from the baseboard heater". When confronted with the physical evidence of the case, the teenager amended his story and confessed to the truth.

Other cases have been solved by systematic interviews with school personnel, neighbors, other adolescents, and personnel from other agencies, such as recreation leaders, who have contact with youth and may overhear their stories of conquest and accomplishment. Very often, teens brag about their deeds to one another. Teachers can provide information about conflicts and about disgruntled students. It was a teacher's information which helped solve the multi-million dollar school fire described in the first case study.

Identifying Older Juvenile Firesetters

Like younger children who are involved in fire play and firesetting behavior, their older counterparts are not a homogeneous group; they come from a variety of family circumstances.

Age

Examining the 14 to 18-year-old group more closely, records from several fire departments show that the vast majority are in the lower end of that age range. One participating department reviewed all their incidents for the past four years. They reported 876 referrals to the juvenile unit between July 1, 1994 and June 30, 1997. Fourteen to eighteen year olds made up 97 (11 percent) of the referrals during that period. When this group was screened for fires with serious consequences or strong potential of serious consequences, thirteen children were identified, or 1.5 percent. Of these, eight were fourteen year olds, four were fifteen year old, and one was sixteen years old. There were no 17 or 18 year olds categorized in this sample. This is consistent with FBI arrests statistics where the majority of juvenile arson arrests were youths 15 years of age and under. Incidents from other fire departments in this study echoed these results.

Figure 4 illustrates the age breakdown of juvenile arson arrests statewide in Oregon. No national data other than FBI arrests currently exists with respect to age categories. NFIRS is scheduled to begin collecting age data which will allow more comprehensive study of distribution by age of arrested party.

Figure 4. 1995 Oregon Juvenile Arson Arrest Data
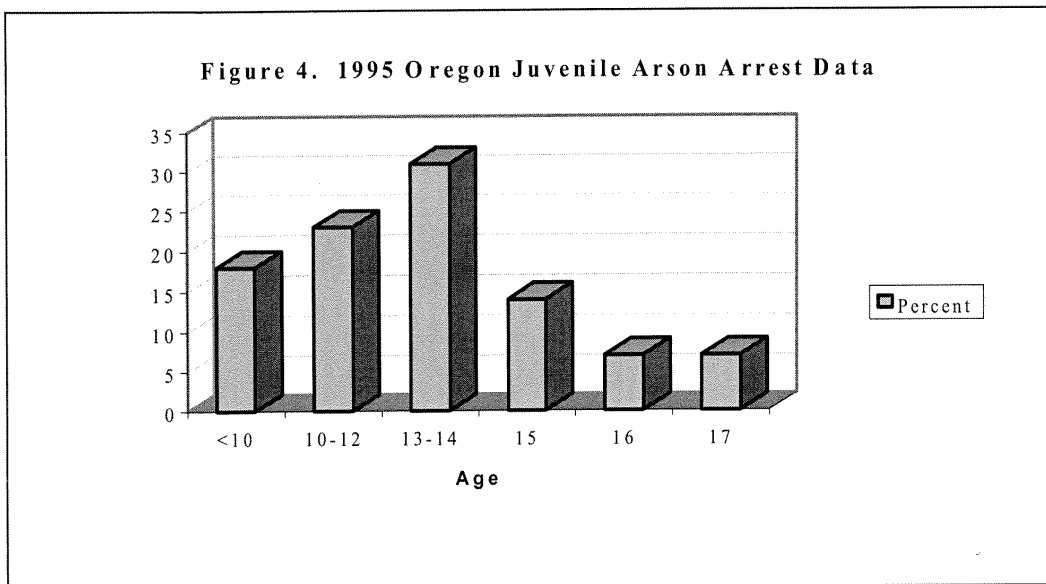
The majority of children in the cases studied lived with their biological parents in an intact family situation or with a biological parent in a single parent situation. A few children lived in step families or with other relatives; one young woman was homeless. Studies conducted in Rochester, New York document that type of family unit is not a predictor of recidivism in firesetting. **A large number of family problems are the strongest predictors of recidivism.**

Child Characteristics

Children start fires for varying reasons. Although curiosity is a primary motivation for younger children, it should be noted that curiosity can also be a reason why older teens set fires. Adolescents are attempting to assimilate into an adult world and manipulate adult tools to learn and acquire a sense of control. Often their experimentation is more sophisticated than the experimentation of younger children. Unfortunately, it may involve higher risk substances, such as fireworks or flammable liquids.

Clinical studies that have examined juvenile firesetters find that many of these children have a plethora of conduct and aggression problems. Some children are diagnosed as having attention deficit-hyperactivity disorder.

In a sample of hospitalized firesetters, Dr. David Kolko at the University of Pittsburgh, Medical Center found greater delinquency, aggressiveness, and hyperactivity compared to a control group of hospitalized children with no history of firesetting. He also documented that these children were less socially skilled and more aggressive. The children in the case illustrations support these findings. Many of the children also presented with learning disabilities; one was diagnosed with fetal alcohol syndrome, and one suffered a head injury which resulted in a change of behavior and a seizure disorder.

Family Problems and Recidivism

Many of juveniles who turn to firesetting are exposed to problems ranging from poor parental judgment and parenting skills to chronic neglect and abuse. Parental alcohol and substance abuse is also not uncommon. In some cases reviewed, a parent suffered from a chronic illness which resulted in unemployment, poverty, and major family problems.

Clinical studies (Cole et al., 1983, 1986, Kolko & Kazdin, 1985, 1986, 1990, 1991) show significant evidence for parental and family problems in families of firesetters. These studies describe parents as significantly lower in affection, depressed, unavailable, and lacking in supervision and parenting skills. The Rochester studies (Cole et al., 1983, 1986) strongly document a correlation between abuse, chronic neglect, and firesetting. In families where there was a founded case of abuse and/or neglect, there was a fivefold increase in the likelihood of recidivism. Also, strongly related to recidivism was a family history of police contact– –further indicators of family chaos.

Figure 5. Predictors of Recidivism Rochester, NY Incident Sample			
Prior Family Contact	Number of Non-recidivists	Number of Recidivists	Percent Recidivism
Police			
No	457	11	2.4
Yes	63	6	8.7
Total	520	17	3.2
Child Protective Services			
No	467	11	2.3
Yes	70	9	11.4
Total	537	20	3.6

Several studies have suggested that children who set fires are under stress (Bumpass et al., 1983; Cole et al, 1983, 1986; Fineman, 1980, Health et al., 1983; Jacobson, 1985). They are responding to major life changes such as separation and divorce, remarriage, or death of a family member. This is certainly illustrated in a number of the case studies collected for this project.

Motives

Juvenile firesetting has been studied for several years and there is a general consensus as to what motivates children to become involved with fire. Curiosity motivates a significant portion of fire involvement. Developmental studies report that 40 percent of all children have engaged in fire play. These children are by nature risk takers and learn by doing. This trait combined with ready access to matches and lighters, the belief that parents would not punish them, a poor understanding of fire, and lapses in supervision, accounts for many thousands of fires every year.

The children studied in this project were primarily motivated by something other than curiosity and their firesetting was intentional. There are three basic categories with the first being children whose firesetting is a call for help or attention. Many of these children live in difficult circumstances and lack support. Further, they do not possess appropriate or effective communication skills; their personal observations and experiences have reinforced feelings of isolation and rejection.

The City of Rochester (NY) School District has been conducting a pilot project for the past few years called the Long Term Suspension Project (LTS). The goal of the project is to reconnect students who have been suspended from school for a long period of time and help them to be successful upon their return to school. Long term suspensions from school are enforced for weapons possession; assault; possession of alcohol and/or drugs; and firesetting. The initial task of the LTS project was to acquire an in-depth understanding of these adolescents and their families. The initial phase of the project focused on high school age youth with later phases incorporating middle school students.

One of the findings of the LTS project was that many of these youths learn the "power of fire" quite early. Their firesetting experience may have started with curious experimentation, but they soon realized that fire got a reaction from parents, authorities, and emergency services. It is a powerful means of communication that is literally at their fingertips.

Another cause of firesetting among the study youth involved delinquent activity, usually carried out in groups in response to peer pressure and/or gang activity. While many of the dynamics involved in attention-seeking behavior are relevant to this group, very often the act of starting a fire is arbitrary. If incendiary materials are handy, they start a fire and if a rock is handy, they throw it through a window. The motive may involve revenge. In some communities, territorial disputes between gangs over drug trafficking encourage firesetting behavior. The use of molotov cocktails is increasingly prevalent, as has been reported in a number of these incidents.

The Phoenix Fire Department has labeled juvenile gangs as "strategic firesetters". Phoenix has seen an increase in these types of fires and with the help of Dr. Jeffrey Thomas, has closely examined the dynamics surrounding their behavior. Dr. Thomas describes strategic firesetters as teenagers who have a history of involvement with the juvenile justice system and/or mental health system. Most have been unsuccessful in school. They may have a history of alcohol and substance abuse. These strategic firesetters demonstrate behaviors indicating poor self-esteem and little

regard for human life. As a result, they do not show guilt or remorse for sociopathic behavior, including violence against people and property.

Strategic firesetters generally set fires as a group. Fire investigators report that these fires typically involve the use of accelerants and often have multiple points of origin. The fires are set for the purpose of revenge, to instill fear in a community, or to destroy evidence from another crime. When confronted, the strategic firesetter is usually resistant and uncooperative.

The firesetting motivation for another set of older intentional firesetters relates to severe emotional disturbance. Very often, these are children who have been exposed to chronic family dysfunction and situational abuse for long periods of time without sufficient intervention. Their conduct disorder has become quite internalized and is relied upon as a coping mechanism. Some children are motivated out of emerging psychoses or other serious mental illness.

Among juveniles, arson for hire is uncommon, but not unheard of. Recently, a 44-year-old landlord in New York City was arrested after paying a teenager $4,000 to drug the tenants with heroin, and then set fire to their apartment so the landlord could get rid of the occupants and charge higher rent. The case of the Quaker Lace fire in Philadelphia which destroyed 20 properties and 11 cars, shows the impact of these "arson-for-hire" fires.

Case Examples

Case #1
15 year old male

Early one evening, a boy broke into his school with the intent of burning it. He started three separate fires in different locations to ensure that his effort would be successful. He left the school and waited. Nothing happened. Frustrated, he returned to the school, broke in a second time and reignited the fires. This time his effort resulted in a multiple alarm fire which caused $3.5 million damage to the school building.

The boy lives in an upper-middle class neighborhood in a stable home environment. He lives with his biological mother and stepfather. His biological father is not really involved in his life, but all indications were that this was not an issue to him. No other significant family stressors were reported. However, it was indicated that his parents had poor parenting skills and judgment and would often allow him to come and go as he pleased. This lack of structure and clear expectations led to persistent school problems which resulted in his being reprimanded in school the day of the fire. The boy stated he was angry at his teachers and wanted to burn the school down.

Case #2
15-year-old male

A teenage boy lived in an abandoned trailer with his mother. His father had deserted him years before. His mother was a drug addict who often disappeared for periods of time, leaving him completely alone with no support or means to care for himself.

In his frustration and anger at his mother's absence, he set nine fires in one night. The fires were all started near occupied structures. One was ignited on a front stoop. Several were in dumpsters near residences. Although, the potential for loss was significant, none of the fires resulted in major damage.

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Case #3
14-year-old male

A teenage boy was out early one morning with a few of his friends. He was proud to say he was a member of a street gang and had shot at people in the past. He and his friends decided to steal two cars and go for a ride, picking up some additional friends along the way.

While stealing the first car, the boy started a fire in a garage attached to a single-family dwelling. There were paper sacks on the floor next to the car, and he impulsively ignited the material using a lighter and a spray perfume bottle to simulate a torch. He stated that the fire appeared to be going out when they left the garage in the stolen car. However, the fire flared up and spread to the exterior of the house causing several thousand dollars damage.

He said he did not know why he lit the fire. He and his friends were apprehended after they crashed the stolen cars.

Case #4
16-year-old female

An arson fire occurred in a vacant single family dwelling one evening around 9:00 p.m. Alerted to the fire, neighbors ran to the home to discover a teenage girl in the house. Neighbors who urged her to leave the house stated they heard she say, "I started the fire, isn't it pretty?"

The home had been unoccupied since the death of its former resident. However, the police received numerous reports of vagrants and of drug-related activities. The 16-year-old girl explained that she had moved out of her parent's home to the streets exactly one year ago, and that she had stayed in the house on about 15 occasions. The night of the fire she entered through an open back door and started a fire in the fireplace, using papers for heat. Some papers fell out of the fireplace onto the floor. She attempted to fuel the fire rather than extinguish it. Intending to burn down the house, she also started fires in four more locations. When asked why she didn't leave, she stated that her mind was in the gutter and she couldn't think straight. The girl was under the influence of drugs at the time. She denied any suicidal intent and was placed in detention and referred for evaluation.

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Case #5
15-year-old female

A girl was expelled from school after she and a friend singed the hair of two other girls by using hair spray and a lighter to make a torch. The teenager frequently was in trouble at school. The investigator was very concerned about her lack of empathy and remorse for her violence against the two girls. The father stated he believed that his daughter was aware of what she was doing, and that she wanted to cause harm. He is frustrated and tries to monitor her behavior. She was referred for further evaluation.

Case #6
15-year-old male

A boy admitted starting a fire by putting plastic bags, clothing, and boxes in a baseboard heater in a spare bedroom of his home. The resulting fire caused $60,000 damage to their single family home.

The boy had a history of fire play and had been referred to the local juvenile firesetter program three years before. At that time, he had started a fire in a closet because he wanted to be a firefighter. Later, the boy admitted to willingly causing the fire. His father had a chronic illness and it appeared that the boy had to manage household responsibilities that he resented. He did not feel that he was properly acknowledged for his increased responsibility. When asked about the incident, he stated that he was angry at his parents.

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Case #7
15-year-old male

After weekly occurrences of dumpster fires behind the local school, the arson investigation unit established a stake out. In full view of an investigator, a teenage boy started a fire in the dumpster, and was quickly apprehended. When asked to explain his actions, he stated that he liked the excitement of doing something bad and getting away with it. He found fire to be especially interesting. He had started fires in dumpsters every Sunday morning for several weeks.

This teenage boy admitted to several other fire incidents dating back to when he was seven years old. Almost all of his firesetting occurred when he was alone. Other intentional fire incidents included a grass fire, setting his school desk on fire, dismantling fireworks and making homemade fireworks, and burning paint thinner in the kitchen sink. Recently, he sprayed lubricant into a glass bottle, then held a lighter to the end of the bottle. The vapor ignited and burned his thumb.

The boy lived with his mother and father. Both parents were unemployed, his father had chronic health problems, and his mother was an alcoholic.

Case # 8
18-year-old male

This older teen left his 12-year-old girlfriend and her mother late one afternoon promising to return with some fast food. Having no money he decided to break into a cold storage warehouse facility searching for something of value to fence. Once inside, he ignited some large paper bales for no apparent reason. He left the plant without finding anything of value. The ensuing fire required more than 200 firefighters and 50 pieces of fire apparatus to bring under control. The fire destroyed several connected businesses with a loss of about 25 jobs and an insurance claim exceeding two million dollars. This was the largest incendiary fire in Massachusetts in 1995.

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Case #9
14-year-old male

The boy, along with another 14-year-old boy and a 15-year-old girl broke into a huge idle mill. For several days they explored the premises performing numerous acts of vandalism. On the last day they began to set small fires on each floor. One of the fires kindled a wood wall and extended into the ceiling. The resultant general alarm arson fire destroyed the plant and endangered a large number of surrounding, occupied multi-family residences.

Impact of Treatment Programs on Recidivism

There is no doubt that in the United States there is a crisis involving youth aggression and violence. Pressure is being placed on the juvenile justice system to respond to this problem, and to enlist resources from the community. The juvenile justice system has a critical role. It has the power to mandate services and to hold juveniles and their families accountable. Given the chaos in the lives of most older juvenile firesetters, and the documented risk to the community, this power is a pivotal factor in controlling juvenile crime, including arson.

There is a movement in this country to treat serious teen offenders as adult offenders with the belief that more severe punishment will deter this behavior. One recent study conducted at the University of Central Florida by Donna M. Bishop and her colleagues, examined more than 2,000 juvenile offenders who were transferred to adult courts. These juveniles were compared with a carefully matched sample of offenders who were retained in the juvenile corrections system. Recidivism was examined in terms of rates of reoffending, seriousness of reoffending, and time to failure, with adjustments made for time at risk. By every measure, reoffending was greater among juveniles transferred to the adult criminal system.

The juveniles in the study who were transferred to adult courts were treated more harshly and, typically, were incarcerated for longer periods of time. Despite this, the transferred youths committed more offenses after they were released, and these offenses tended to be felonies. When comparisons were made between pre and post levels of offending among those who reoffended,

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the youths retained in the juvenile system generally improved their behavior over time. When they were rearrested, it tended to be for lesser offenses.

Several states have instituted "shock incarceration" or boot camps in an effort to reduce recidivism in all categories of crime. These are rigorous programs in which offenders participate in military style boot camps which emphasize drills, physical training, and hard labor lasting from three to six months. The programs that demonstrated success in reducing recidivism however, included intensive supervision and follow up for six months following incarceration with a strong focus on rehabilitation and skill building.

A recent study of juvenile boot camps (Peters, Thomas, Zamberlan, 1997) in Ohio, Colorado, and Alabama reported similar results when looking at recidivism. However, adolescents placed in the camps usually improved their academic performance at the completion of their stay. The study emphasized that there are many differences in how camps are structured and that the camps that include a developmental approach (as opposed to a confrontational approach) are most successful at reducing recidivism.

Regardless of the type of intervention employed, whether traditional juvenile programs or newer adult-type, juveniles involved in arson need to be held accountable. Much already is known about what measures work and how to reach teen firesetters. USFA and the Office of Juvenile Justice and Delinquency Prevention (OJJDP) have documented the program characteristics and models that have proven successful. A 1987 OJJDP/USFA initiative to assess effective programs addressing juvenile firesetting identified seven critical components:

1. **A program management component to** make key decisions, coordinate interagency efforts, and foster interagency support.

2. **A screening and evaluation component to** identify and evaluate children who have been involved in firesetting.

3. **An intervention services component to** provide primary prevention, early intervention, and/or treatment for juveniles, especially for those who have already set fires or shown an unusual interest in fire.

4. **A referral component to** link the program with the full range of community support agencies that might help identify juvenile firesetters and provide services to them and their families.

5. **A publicity and outreach component to** raise public awareness of the intervention program and encourage early identification of juvenile firesetters.

6. **A monitoring component to** track the program's identification referrals and treatment of juvenile firesetters.

7. **A juvenile justice system component to** establish relationships with juvenile justice agencies that often handle juvenile firesetters.

As part of the USFA OJJDP research, two programs designed to keep difficult children in school and out of trouble were carefully evaluated. One program is called **Communities In Schools (CIS)** and is a network of local, state, and national partnerships working together to bring at-risk youth four basics every child needs: a personal one-on-one relationship with a caring adult who provides support and advocacy; a safe place to learn and grow; a marketable skill to use upon graduation; and a chance to give back to peers and community. There are three essential elements in establishing a local CIS program:

1. a tax-exempt corporation with a board of directors that represents the public and private sectors of the community and that is chaired by a member of the private sector;

2. a management team led by an executive director; and

3. a new education, health, and human services delivery system that repositions or reassigns the community's service resources and focuses them on at-risk youth and their families. Often this results in an alternative program within an existing school.

Outcome studies conducted in South Carolina and Georgia by The Urban Institute demonstrated that high proportions of CIS students remain in school and graduate, and students with the lowest grade point averages raised their averages a full grade point. For further information, contact: Communities In Schools, Inc. is located in Alexandria, Virginia (703) 519-8999) http://www.ncjrs.org/ojjdp/html/safety.html.

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The other program is called **SafeFutures: Partnerships To Reduce Youth Violence and Delinquency**. This is a program sponsored by the Office of Juvenile Justice and Delinquency Prevention (OJJDP). OJJDP has provided approximately $1.4 million a year to six communities across the United States (Boston, MA., Contra Costa County, CA., Seattle, WA., St. Louis, MI., Imperial County, CA., and Harlem, MO.) for five years to develop a continuum of care responsive to youth and their families at any point along the path toward delinquency. The programs are collaborative efforts which involve local, state, and national agencies. OJJDP is providing technical assistance and training along with such partners as Boys and Girls Clubs of America, Communities In Schools, and the Johns Hopkins University Institute for Policy Studies.

The SafeFutures approach is structured to address offender accountability, apply graduated sanctions, and offer targeted services. The program consists of immediate intervention and sanctions on the first level; and secure confinement in community settings, training, and aftercare on the second. Follow up and aftercare were cited as critical components for success. The Project Coordinator for SafeFutures at OJJDP can be reached at (202) 307-5914 1800 638-8736, NCIRS.

The juvenile court system should aggressively support programs that address juvenile problems through a continuum of services and sanctions that consider youth needs, community safety, and victim reparation.

Improving Information Sharing on Juveniles

Juvenile records confidentiality concerns are frequently cited as a roadblock to effective intervention. Often the Family Education Rights and Privacy Act is cited as a reason why information cannot be shared. Agencies and institutions may be applying an overly restrictive interpretation of this law. In fact, the law was amended in 1994 to allow and facilitate information sharing on juveniles. Educators are permitted to share information with juvenile justice system personnel prior to adjudication, pursuant to state statutes. In **all** circumstances, information can be shared with the consent of a juvenile's parent or guardian. It is critical that agencies serving children and their families share information that enables them to coordinate and provide more effective services. A failure to provide information generally results in fragmentation and duplication of services.

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There are other circumstances in which information can be shared among agencies and schools. Information can be provided when a school initiates legal action against a student; when a lawfully-issued subpoena is presented; when information about disciplinary action taken against a student is being provided to another school that has a significant interest in the student's behavior; and when a law enforcement record is created by an arm of the educational agency or institution. It is easier to exercise these allowances if the relevant agencies are signatories to a memorandum of agreement covering these points.

Alternative Placements for Juvenile Firesetters

The treatment for firesetting generally follows the traditional mental health continuum of care which gives priority to the least restrictive environment. Many firesetters can be maintained in the community, often at home, if there is sufficient supervision and responsiveness. Careful assessment is important in determining the proper level of care. A thorough assessment takes into consideration the individual, family, environment, facts about the fire and other fire history, as well as the child's reaction to the fire and sense of accountability.

Sometimes it is determined that the juvenile should be confined to a secure facility, residential treatment center, or hospital. Many programs will not admit a juvenile with a history of firesetting for fear that the child will burn the facility. Interestingly, research indicates that a surprising number of clients in residential facilities actually have a history of firesetting. However, the firesetting was not necessarily identified before placement because the question was never raised. Some studies estimate that upwards of 20 percent of hospitalized juveniles have set a fire. There **are** some alternatives for placing juveniles with a history of firesetting, which have been relatively successful.

Foster Care

Because of the strong correlation between neglect and abuse and firesetting, placing a young person in a safe, supervised family setting can be an effective intervention. Foster care is often more available than institutional placement, and is considerably less expensive.

Research indicates that when firesetting is a cry for help or an effort to bring attention to a serious family situation such as chronic neglect or abuse, removing the stressors stops the firesetting behavior. Foster parents can be trained to work with juvenile firesetters. Intensive

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foster care programs have been successful in upstate New York and Oregon. Certain foster homes are designated as "intensive" foster homes which qualifies them for more difficult placements, such as older juveniles with firesetting histories. These homes are selected based on the experience of the foster parents, the number and ages of other children placed there, and their willingness to take on higher risk youth. Considerable attention is placed on fire safety practices. Exit drills are practiced regularly, smoke detectors are installed in additional rooms, and safe fire use is emphasized. No fire-related responsibility is given to the foster child initially other than to assist in fire safety precautions. Searches of the foster children's bedrooms, belongings, and person are conducted to be certain that ignition materials are not available. This is agreed to as a prerequisite for admission to the foster home.

"Intensive" foster parents receive training in working with difficult adolescents, which includes communication and problem solving skills, supervision and restraint, behavior management and fire safety education for prevention and intervention. They also receive considerable support from the social service case workers, including home visits at least a few times a week. Also, the foster children receive a higher level of counseling and support services when appropriate. Parents are included in the treatment plan.

While there is much demonstrated success in these situations, the inherent risk needs to be acknowledged. It is imperative that other children (non-firesetters) placed in this environment be included in the fire safety training and made aware of the potential danger. They should also be taught that if they become aware of fire activity that they need to tell an adult. Keeping people safe in a dangerous situation is not "tattling".

The State of Oregon Juvenile Firesetter Task Force has developed a comprehensive training package for residential treatment personnel. A training videotape is in production. By helping caretakers to better understand the children's behavior and their motivations, the training promotes confidence among the treatment providers. Some facilities stipulate that the juveniles sign "contracts" not to use fire, and use polygraph machines to verify their veracity. These programs also institute firm strictures which include regular searches of rooms and belongings for ignition materials. This practice is crucial if youths leave the facility to attend school or receive services.

The Hillside Children's Center in Rochester, New York is a comprehensive residential treatment facility providing services to adolescents. The Center was initially reticent about

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accepting juveniles with a history of firesetting. Subsequent training and experience led to documented success with this at-risk population. Currently, the Center maintains an emergency bed for firesetters who are identified as needing placement by the City of Rochester Fire Department or by the Monroe County Fire Bureau.

Hospitalization

Inpatient facilities are often reluctant to accept adolescents with a history of firesetting. Issues of supervision are often cited, but more often clinicians are concerned that they do not have an effective treatment protocol for "these kids".

Dr. David Kolko at the University of Pittsburgh Medical Center has successfully treated firesetters for several years. The inpatient treatment he uses incorporates intensive individual, group, and family counseling. The counseling uses a cognitive treatment approach which challenges the child's assumptions and rationalizations behind the antisocial behavior--such as burning the school because a teacher disciplined the student.

The treatment at the medical center is skills based. Particular emphasis is placed on providing specific life skills, including interpersonal and problem solving skills.. The impact of teaching these skills to delinquent children who were placed in New York State Division for Youth Facilities has been carefully evaluated by Dr. Arnold Goldstein of the University of Syracuse (NY). Rearrest rates were significantly reduced, especially when parents were included in the training.

Irrespective of the seriousness of an incident or the child's motive in starting a fire, education regarding fire should be part of the intervention strategy. Such education should include information about the nature of fire, how rapidly it spreads, and its potential for destructiveness. Discussions about maintaining a fire safe environment, escape plans and practice, and appropriate use of fire have been shown to be effective parts of comprehensive arson intervention programs, at least for younger juveniles.

Similar intervention protocols have been implemented in several cities including Portland, Oregon; Phoenix, Arizona; and Upland, California.

Examples of Successful Community Intervention Programs

Lane County Department of Youth Services

The Lane County Department of Youth Services in Oregon operates "CATCH", (Community Alternatives to Commitment Hazards), an intensive probation program focusing on 50 of the worst juvenile cases annually. All juveniles adjudicated for first and second degree arson are handled through this well-targeted program which contains most of the effective program elements identified earlier in this report.

CATCH has been formally evaluated and preliminary results show that 93 percent of the youths participating have no subsequent firesetting behavior. Sixty seven percent have no repeat criminal behavior of any kind. Those who do reoffend are involved in minor incidents such as a curfew violation.

The CATCH program consists of a life skills development curriculum designed for ages 13 to 17 called *Skill Building Curriculum for Juvenile Firesetters*. It is delivered in a group format over 16 sessions by a fire service professional and a youth counselor. The program covers identification of feelings, anger management, empathy training, assertiveness, the confrontation of thinking errors, and a personal fire graph and fire safety. Juveniles are guided toward understanding their firesetting behavior, and are taught skills for coping in positive ways. Parents are also involved in the program and work on parenting skills as well as the skills their children are learning.

The juvenile signs a "contract" which specifies the work to be performed. The contract is reviewed and signed by all involved parties including the parents. The program includes the skills curriculum as well as three projects which must be completed. The juveniles are required to generate a community impact report, a research project, and a community service project. In the community impact report, the juvenile identifies people or agencies affected by the fire and selects three to five people to interview. The youth asks how the fire affected the victim(s), and completes a report summarizing the interviews. The final report is presented to the court, juvenile counselor, youth services team, or juvenile firesetter network.

For the collage project, the youth is assigned the task of reviewing local newspapers for a specified period of time to collect articles relating to fires. They paste the articles onto poster board and write a report summarizing the headline and description of each article, fire deaths and injuries, dollar loss, cause of the fire, and any other pertinent information about who may have started the fire. These are submitted to the fire department and often are displayed.

The community service project is an opportunity for the youth to learn skills and acquire a sense of giving to the community. Some possible organizations for community service are local parks and recreation departments, food banks, homeless shelters, service clubs, and agencies such as the American Red Cross, Humane Society or Salvation Army. Community service is also a way of holding the child accountable and offering restitution to the victim. Upon completion of the program the youth explains what has been learned to the overseeing person or team. Following is an example of how the program succeeded with one case.

A fifteen-year-old male responsible for a $3.5 million-dollar fire in his school is a graduate of this program and is a productive member of society today. After intensive intervention, he acquired his high school graduate equivalency diploma and is employed. He has had no subsequent involvement with fire or any other criminal behavior.

Cobb County Juvenile Court Mediation Program

Cobb County, Georgia Juvenile Court has developed a program designed to "end conflicts with win/win solutions". The program serves Cobb County youths up to 18 years of age, and targets elementary and middle school age children who are first time firesetters with the hope of preventing future offenses. The Juvenile Firesetter Program and the juvenile court refer cases to the Cobb County Juvenile Court Mediation Program. This option is offered before adjudication, and if the program is successfully completed, there is no formal, legal record.

The Cobb County Juvenile Court Mediation Program was one of the first court-affiliated intervention programs for youth in the country. The primary goal of the program is to get offending youths to take responsibility for their decisions, be accountable, and modify their destructive behavior. It forces juvenile offenders to come face-to-face with their victims and to negotiate acceptable restitution. The intervention program also includes an education component which teaches fire prevention, decision making, and consequences for behavior.

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The Cobb County Juvenile Court Mediation Program uses both teen and adult mediators. Staff mediators complete rigorous training provided by the University of Georgia. The program addresses both delinquent and status offenses. In Georgia, delinquent offenses include youth who are ungovernable, violate curfew, and run away from home. Status offenses may include firesetting, shoplifting, simple assault and battery, and damage to property.

The mediation process includes the offending youth, at least one parent or legal guardian, and the victim/complaintant. The process allows the victims to be heard and provides restitution. Acceptable forms of restitution include monetary compensation, yard/house work, services rendered to a local merchant, or community service.

The mediation agreements are binding agreements. In addition, new problem solving skills are modeled and learned. The process is less costly than litigation and it benefits the parties as well as the community.

The Cobb County program is an excellent example of the concept referred to as "balanced and restorative justice". The program reinforces that when a crime is committed the offender is responsible for restoring the victim to a pre-offense condition.

Phoenix Fire Department Juvenile Firesetter Task Force

The Phoenix Fire Department maintains one of the longest running and most successful juvenile firesetter programs in the United States. The program is staffed by full-time fire investigators and fire safety educators so that cases are handled expeditiously and comprehensively. What is particularly unique about this program is the well established community network that supports the program on an on-going basis.

A task force made up of representatives from community agencies meets on a regular basis to review individual cases. The group also monitors gaps in services to best meet the needs of the youth who are referred to the firesetter program. Juvenile court officials, including a hearing officer and a prosecutor, are active members of the task force. Also represented are educators, mental health professionals, law enforcement officers, fire investigators, and child welfare workers. Such broad involvement ensures that all levels of service– –from prevention education to post treatment placement and a return to the community– –are delivered.

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In partnership with the task force, St. Lukes Hospital has helped establish a range of community services and coordinates closely with the Phoenix Fire Department and the juvenile court system. Grants have been obtained that fund comprehensive assessment and intervention services at no cost to the juvenile or the parents. A referral network has been established to provide support to treatment providers, including residential treatment centers. The task force also is helpful in educating other providers about juvenile firesetting and breaking down barriers to services and placement.

CONCLUSIONS

Older juveniles involved in intentional firesetting are a serious problem in the United States. This form of arson accounts for thousands of fires, hundreds of deaths, thousands of injuries, and millions of dollars in direct property loss every year. **Nationally, juveniles now account for the majority of arson fires.**

Fires set by older juveniles closely follow the patterns reported by USFA and NFPA. Occupied structures are significantly represented and include dwellings and schools. Vacant buildings are at increased risk as are outdoor areas which include dumpsters, playgrounds and parks.

Case studies suggest that different motivations may influence different targets. Gang-related or vandalism fires often target abandoned buildings and dwellings. Older juveniles who are troubled and responding to family crises often set fires in their own homes or schools. Juvenile firesetting dynamics should be studied more thoroughly, the results of which could lead to more effective interventions through the identification of specific profiles.

Older juvenile firesetters are often alienated, angry, and adept at acting out through various forms of destruction. The increase in violent juvenile crime, including firesetting, has led to changes in state and federal laws which now allow juveniles, in some circumstances, to be prosecuted as adults. Some studies of juveniles transferred to adult courts indicate that these teens commit more crimes upon their release. Juvenile courts should consider programs that address juvenile problems through a comprehensive continuum of services and sanctions that take into account community safety, victim reparation, and youth needs. Programs that have incorporated restitution and community service along with skill building and individual and family support have been documented to reduce firesetting.

Perhaps most important, juvenile courts along with the fire service and other community agencies need to prioritize firesetting cases. The community's intervention should be swift and decisive with consistent, predictable consequences. Juvenile firesetter intervention programs need to be supported or enhanced so that detection and assessment takes place quickly. Early detection and intervention improves the likelihood of preventing future firesetting.

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APPENDIX B

U.S. Fire Administration/National Fire Data Center

School Fires

Topical Fire Research Series, Volume 4 – Issue 6

December 2004

FEMA
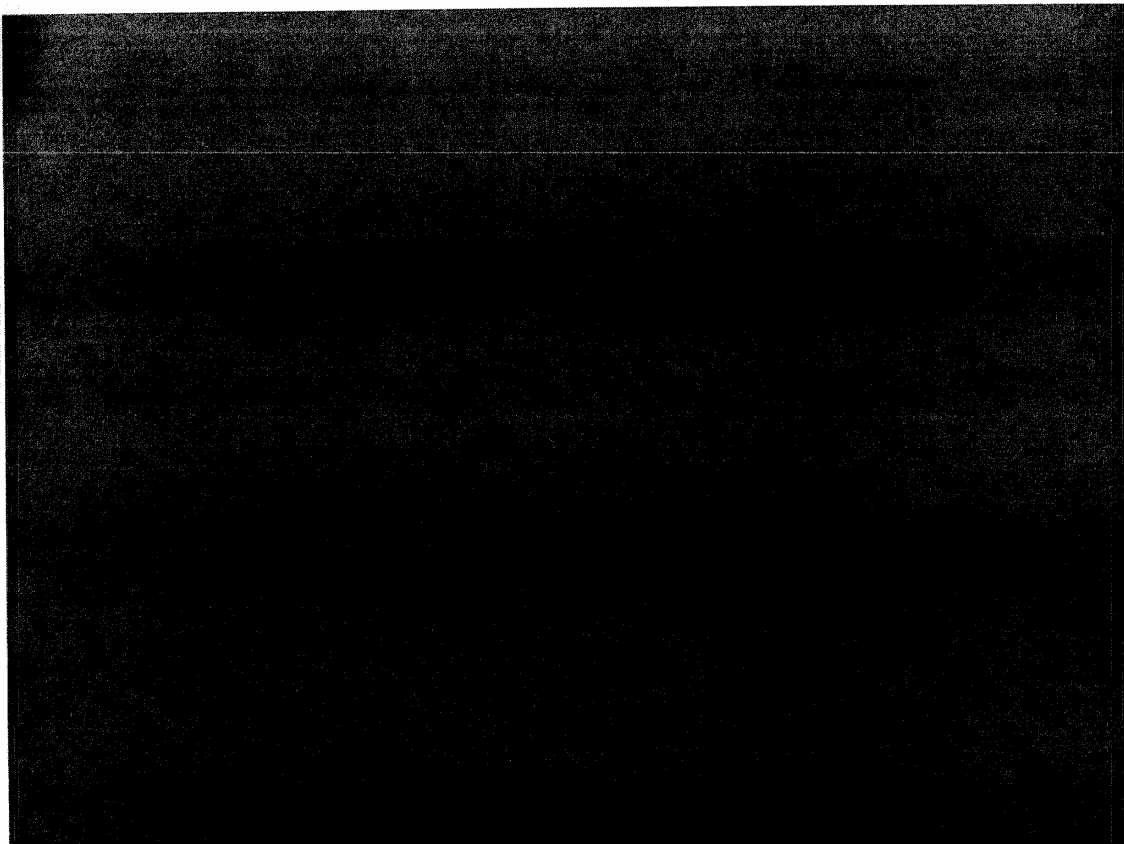
TOPICAL FIRE RESEARCH SERIES

School Fires

December 2004

Findings

- In 2002, 37% of all school structure fires and 52% of middle and high school structure fires were incendiary or suspicious.
- Fatalities from school fires are rare, but injuries per fire were higher in school structure fires than non-residential structure fires on average.
- The leading area of fire origin was the school lavatory.
- Kindergarten through high school fires increased at the beginning and end of the academic year. School fires peaked in July 2002 due to a spike in elementary school fires.

There were an estimated 14,300 fires at non-adult schools[1] in 2002, causing $103.6 million in property damage and 122 injuries[2] Of these, 6,000 (42%) were structure fires. Nearly half of school structure fires were confined to the object where the fire started, such as a small cooking fire (17%) or a fire confined to a trash can (26%).[3] The majority of school fires occurred outdoors on school property and include trash fires (23%), other outdoor fires, including open fields or woods (18%), and vehicle fires (7%).

Educational institutions are governed by strict inspection and fire/life safety codes. Most schools built since the late 1970s are required to have sprinkler and other fire/smoke alarm systems. This is a likely explanation why, as shown in Figure 1, no deaths from school structure fires were reported in 2002 and such fires were less damaging than non-residential fires generally. Fires in schools were, however, more injurious than other non-residential structure fires.

FIGURE 1. LOSS MEASURES FOR SCHOOL STRUCTURE FIRES (NFIRS 2002)

Loss Measure	All Non-Residential Structure Fires	School Structure Fires
$ Loss/Fire	$21,505	$15,956
Injuries/1,000 Fires	14.4	22.0
Fatalities/1,000 Fires	1.1	0.0

Source: NFIRS 5.0 only

CAUSES

As shown in Figure 2, the leading cause of school structure fires on average is incendiary/suspicious activity, which includes arson fires, and accounts for 37% of all school structure fires and 52% of middle and high school structure fires. Cooking is the second leading cause of school structure fires on average, followed by heating, open flame, and other heat. Structure fires in preschools and day care centers are predominantly caused by cooking (74%) and heating (12%).

1

FIGURE 2. CAUSES OF SCHOOL STRUCTURE FIRES (NFIRS 2002)

Legend:
- Average, Non-Adult Schools
- Middle, Junior, or High Schools
- Kindergarten or Elementary Schools
- Preschools, Day Care

Categories: Incendiary/Suspicious, Cooking, Heating, Open Flame, Other Heat

Percent (0 to 80)

Source: NFIRS 5.0 only
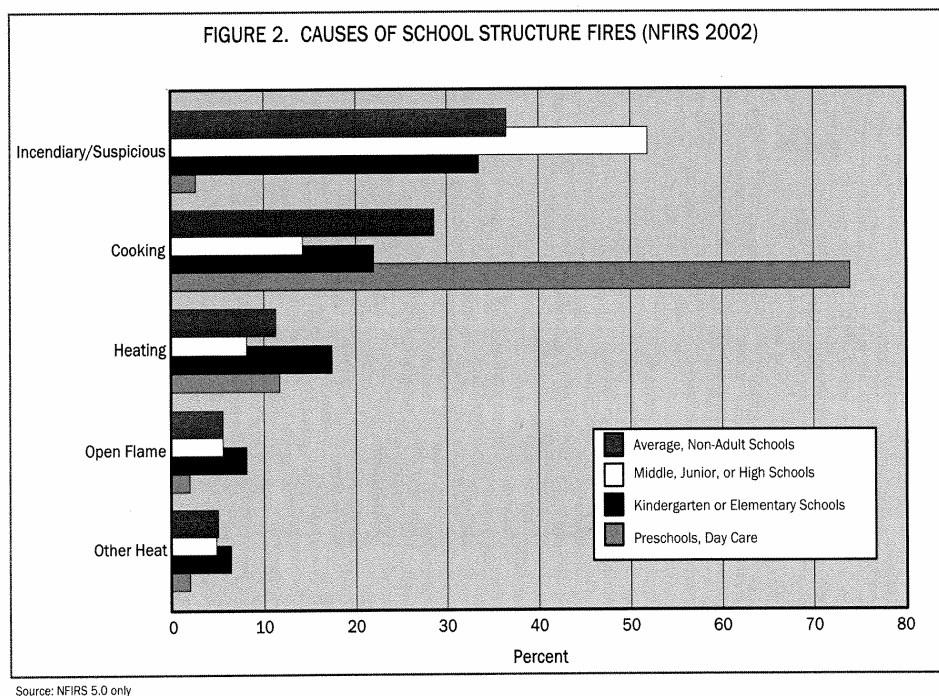
Children may be the ones involved in setting arson fires in schools; unfortunately this cannot be determined from NFIRS data alone. As shown in Figure 3, the greatest percentage of fires occur in middle and high schools, followed by elementary schools. This distribution does not imply an associated age for a juvenile involved in the firesetting, but does suggest the potential for middle- and high school-age involvement.

FIGURE 3. ALL SCHOOL FIRES BY SCHOOL TYPE (NFIRS 2002)

- Middle, Junior, or High School (48.3%)
- Preschool, Day Care (8.4%)
- Non-Adult School, Other (6.5%)
- Kindergarten or Elementary School (36.9%)

Source: NFIRS 5.0 only

2
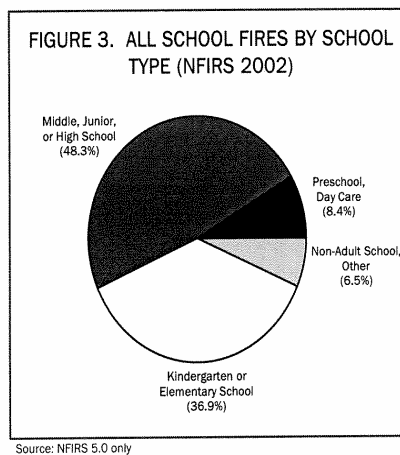
WHEN FIRES START

Figure 4 illustrates the cumulative incidence of all school fires by month and school type. The peak month for school fires in 2002 was July, driven by a sharp increase in fires at elementary schools. It may be that elementary schools were more attractive targets for incendiary or suspicious fires during the summer when few school staff are on site. Elementary, middle, and high schools had above average fire incidence in the spring and fall—typically the end and beginning of the academic year. Fire incidence was at its lowest between November and February, in the middle of the academic year. Fires at preschools and day care centers moderately increased during the academic year.

FIGURE 4. CUMULATIVE SCHOOL FIRES BY MONTH AND TYPE (NFIRS 2002)

Source: NFIRS 5.0 only
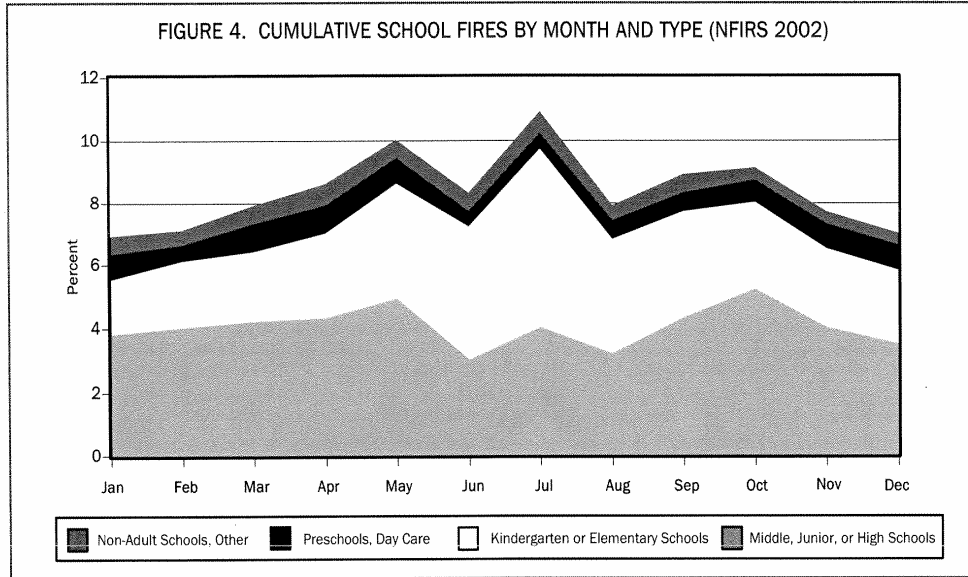
Seventy-eight percent of school fires occur during the school week and 22% on weekends. Fifty-five percent of fires occur between 8 a.m. and 5 p.m., the hours students are most likely to be in school (Figure 5). Thirty percent of fires occur between 5 p.m. and midnight; 15% occur between midnight and 8 a.m. This pattern is consistent for all of the major cause categories.

FIGURE 5. ALL SCHOOL FIRES BY TIME OF DAY (NFIRS 2002)

Source: NFIRS 5.0 only

3
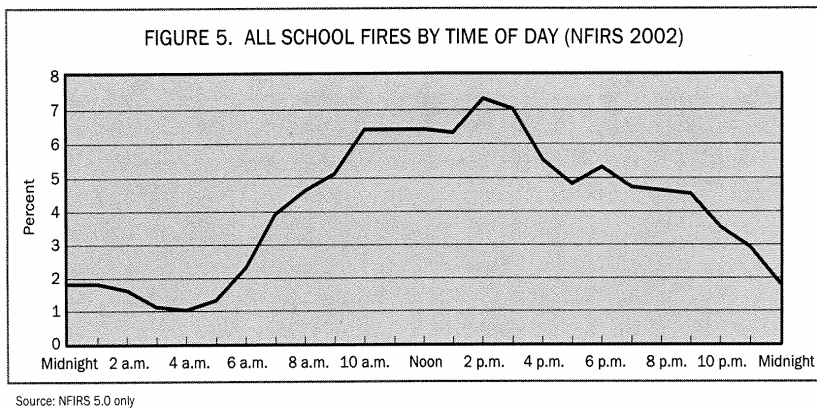
WHERE FIRES START

Figure 6 shows that bathrooms are where the highest percentage of school fires originate, typically in bathroom trash cans, which contributes to the predominance of incendiary or suspicious fires. Older students smoking in bathrooms may also increase the risk of such fires. These areas present children with a place to set a fire without having to contend with constant adult supervision. Kitchens are the second leading area of origin for structure fires, reflecting cooking fires, and outdoor areas are the second leading area of origin for all school fires, which include fires set in outdoor dumpsters and fields.

FIGURE 6. LEADING AREAS OF ORIGIN OF SCHOOL FIRES (NFIRS 2002)			
Structure Fires		**All School Fires**	
Bathroom	23%	Bathroom	12%
Kitchen	9%	Outside Area, Other	12%
Assembly Area < 100 Persons	6%	Open Area, Field	8%

Source: NFIRS 5.0 only

MATERIAL IGNITED

The most common materials ignited in school structure fires are paper, plastic, wood, and fabric. These materials reflect the high incidence of both incendiary and trash fires, are consistent with the materials commonly used by juvenile firesetters, and are common materials in and around schools.

EXAMPLES

In the fall of 2004, the city of Baltimore, MD, experienced an increase in school fires, typically in a "trash can, a locker, a bathroom, or a stairwell," which increased the frequency of school evacuations. The increase in incendiary fires was attributed to a high student/teacher ratio and lack of supervision.[4]

In October, 2002, vandals broke into a middle school classroom in Abilene, TX, on a Sunday morning and set a fire to "a teacher's desk, on some textbooks and in a wastebasket." Indications were that the vandals also attempted to break into a second classroom.[5]

In April, 2002, Howell High School in Howell, MI, was closed temporarily due to five incendiary fires that were set throughout the building in the early morning hours on the last day of spring break. A door had been forced open and a flammable liquid had been poured on books, carpets, and inside classrooms. Water from the building's automatic sprinkler system caused additional damage.[6]

CONCLUSION

Like most fires, those in schools are largely preventable through increased supervision, outreach, and technological innovation. For further information, particularly on juvenile firesetter intervention programs, contact your local fire department or the U.S. Fire Administration.

To request additional information or comment on this report, visit
http://www.usfa.fema.gov/feedback

Notes:
1   For purposes of this report, "non-adult school fires" include all fires occurring on property used for non-adult education, from day care through high school.
2   School loss estimates are based on 2002 data from the National Fire Incident Reporting System (NFIRS) and NFPA's *Fire Loss in the United States During 2002*. At the time of this report, NFIRS is continuing to transition from version 4.1 to 5.0. Due to issues related to accurate conversion of version 4.1 data to version 5.0, this report is based on version 5.0 data only.
3   Distribution statistics and per-fire losses are based on 2002 NFIRS data.
4   "Baltimore School Fires Spike," *The Washington Times*, November 12, 2004.
5   "Middle School Fire an Arson," KTXS News, October 31, 2002.
6   "Arson Fire Closes Howell School," *The Detroit News*, April 9, 2002.

4

APPENDIX C

U.S. Fire Administration

Topical Fire Research Series

October 2001
Revised March 2002

Vol. 2, Issue 9

Federal Emergency
  Management Agency
United States Fire
  Administration
National Fire Data Center
Emmitsburg, Maryland
  21727

OTHER RESEARCH TOPICS
OF INTEREST

Dormitory Fires, Vol. 1,
Issue 14, March 2001

*Fraternity and Sorority
Fires*, Vol. 2, Issue 12,
November 2001

Arson in the United States,
Vol. 1, Issue 8, January 2001

Church Fires, Vol. 2, Issue 7,
August 2001

Medical Facility Fires, Vol. 2,
Issue 8, October 2001

Daycare Center Fires, Vol. 2,
Issue 15, November 2001

All reports in the Topical Fire
Research Series can be found at

http://www.usfa.fema.gov/nfdc/
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School Fires

FINDINGS

- 61% of school structure fires are arson; 70% of high school fires are arson.

- Fatalities from school fires are rare, but injuries per fire are higher than those of all non-residential structure fires.

- The leading area of fire origin is the school lavatory.

- School fires decrease substantially on weekends and in during the summer break.

Sources: NFPA and NFIRS

Each year in the United States, an average of 5,500 structure fires occur in educational institutions— public, private, and parochial schools where students attend during the day only. These fires are responsible for approximately 125 injuries, fewer than 5 fatalities, and $50.1 million in fire loss.[1]

Fires to the actual structure of educational institutions account for only 43% of fires to these properties. The remaining 57% occur outdoors and generally involve refuse or other items of little value. There- fore, this report addresses only the causes and characteristics of structure fires in schools.

Educational institutions are governed by strict inspection and fire/ life safety codes. Most schools built since the late 1970s are required to have sprinkler and other fire/smoke alarm systems. This is a likely explanation why, as shown in Figure 1, fires in schools are less damaging than fires generally. Fires in schools are, however, more injurious than other non-residential structure fires.

Figure 1. Loss Measures for School Structure Fires

(3-year average, NFIRS data 1996–98)

LOSS MEASURE	ALL NON-RESIDENTIAL STRUCTURE FIRES	SCHOOL STRUCTURE FIRES
Dollar Loss/Fire	$21,878	$10,811
Injuries/1,000 Fires	22.1	29.3
Fatalities/1,000 Fires	1.7	0

Source: NFIRS only

Topical Fire Research Series

CAUSES

As shown in Figure 2 the leading cause of school structure fires is incendiary/suspicious (commonly referred to as "arson"), nearly nine times that of any other cause. Leading factors influencing the ignition of school fires are arson, short circuit, and electrical failure. Figure 2 also plots the causes of all school fires (structures and outside). Here, the leading cause remains arson, but children playing follow it, as could be expected with an institution catering to a predominantly juvenile population.

Children may be the ones involved in setting arson fires in schools, but this cannot be determined from NFIRS data. However, the types of schools experiencing structure fires might give some clue as to the age of the children involved in firesetting. As shown in Figure 3, the greatest percentage of fires occur in high schools, followed by elementary schools.

Of fires in high schools, nearly 70% are arson fires, followed by electrical distribution and cooking. For fires in elementary schools, 42% are arson fires, followed by electrical distribution and heating. The higher percentage of arson fires in high schools may indicate that high school students are more likely to engage in suspicious fire setting activities than younger children.

The number of children playing fires (7% of all fires) is troubling, as even under the watchful eye of teachers and school staff, children are still able to access fire-starting materials (generally matches and lighters).

Figure 2. Causes of School Fires
(3-year average, NFIRS data 1996–98)

Legend: All Reported School Fires; Non-Residential Structure Fires; School Structure Fires

Categories: Incendiary/Suspicious, Electrical Distribution, Heating, Cooking, Appliances, A/C, Open Flame, Children Playing, Other Equipment, Smoking, Natural, Exposure, Other Heat

X-axis: Adjusted Percent (0–70)

Source: NFIRS only
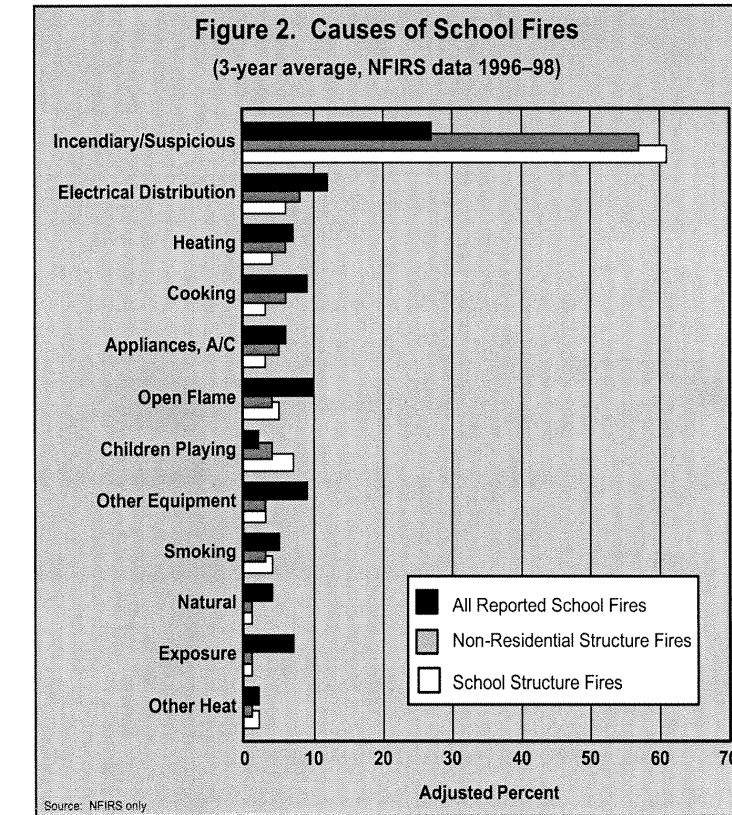
WHEN FIRES START

Figure 4 illustrates the incidence of school fires by month. Peak months are May, March, and October. Fire incidence is lowest in July and August—when students are generally on summer vacations.

Ninety percent of school fires occur during the school week and only 10% on weekends. More than 70% of fires occur between 0800 and 1600, the hours students are most likely to be in school. Sixteen percent of fires occur between 1700 and 2400; 12% occur between 2400 and 0800. This pattern is consistent for all of the major cause categories.

Figure 3. Fires by School Type
(3-year average, NFIRS data 1996–98, adjusted percentage)

Pre-Elementary 4%
High School 45%
Elementary 30%
Junior High 21%

Source: NFIRS only
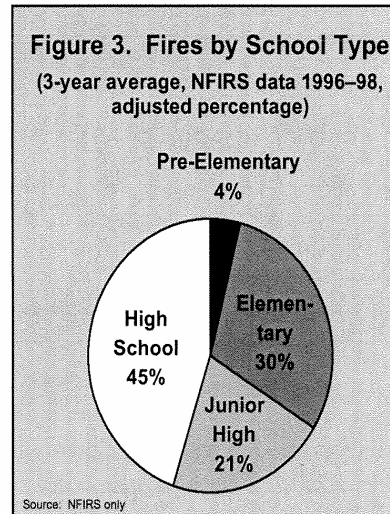
Topical Fire Research Series

WHERE FIRES START

Figure 5 shows that bathrooms are where the highest percentage of school fires originate. This high incidence may be explain the predominance of arson fires. These areas present children with a place to set a fire without having to contend with constant adult supervision.

Figure 5. Leading Areas of Fire Origin in School Fires

(3-year average, NFIRS data 1996–98, adjusted percentage)

AREA OF FIRE ORIGIN	PERCENT OF FIRES
Lavatory	28
Hallway	11
Multipurpose Room	10
Kitchen	6

Source: NFIRS only

WHAT IS IGNITED?

Figure 6 shows the leading types and forms of material first ignited in educational institution fires. These materials are consistent with the materials commonly used by juvenile firesetters. Moreover, all are commonly found in schools.

Figure 4. Incidence of School Fires by Month

(3-year average, NFIRS data 1996–98)
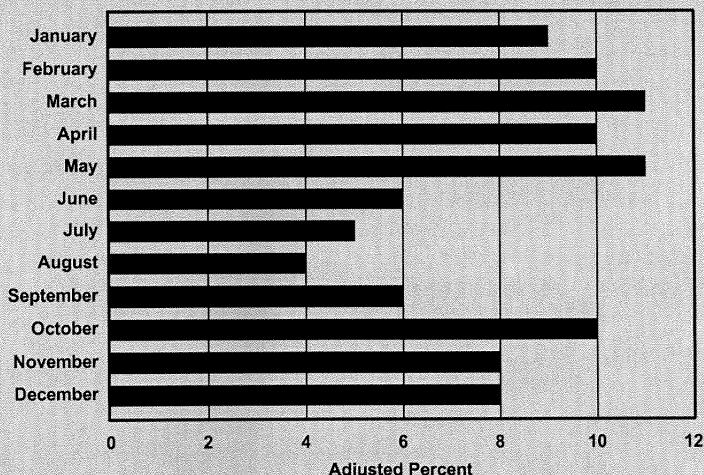
Source: NFIRS only

Figure 6. Type and Form of Materials First Ignited in School Fires

(3-year average, NFIRS data 1996–98, adjusted percentage)

TYPE OF MATERIAL IGNITED	PERCENT OF FIRES	FORM OF MATERIAL IGNITED	PERCENT OF FIRES
Wood/Paper	53	Rubbish/Trash	19
Plastic	16	Magazine, Newspaper	12
Fabric	10	Electrical Wire	10
Natural Product (includes cooking materials)	5	Cooking Materials	4

Source: NFIRS only

EXAMPLES

• In March 2001, two junior high school students set a fire in a lavatory during lunch hour. The school was evacuated and one student was treated for smoke inhalation.[2]

• In February 2001, an arson fire caused $250,000 in damage to a school for children with special needs. School was not in session at the time of the fire and no one was injured.[3]

• In February 2001, a 10-year old using matches ignited a fire in a lavatory. The boy had a history of playing with matches and had been linked to arson fires throughout his neighborhood.[4]

CONCLUSION

Like most fires, those in schools are largely preventable through increased outreach, supervision, and technological innovation. For further information, particularly on juvenile firesetter intervention programs, contact your local fire department or the USFA.

To review the detailed methodology used in this analysis, click **METHODOLOGY**

Notes:

1. National estimates are based on data from the National Fire Incident Reporting System (NFIRS) (1996-1998) and the National Fire Protection Association's (NFPA's) annual survey, *Fire Loss in the United States*

2. Philbin, Walt. "Two Boys Booked After Fire Forces School Evacuation," *The Times-Picayune*, March 9, 2001.

3. "School Fire Was Arson," *The Columbus Dispatch*, February 24, 2001.

4. Moran, Kevin. "Fire Set by Pupil Forces School Evacuation," *The Houston Chronicle*, February 2, 2001.

APPENDIX D

School Fires

the need to report

O nly a small percentage of school fire incidents are reported to fire departments each year. Incomplete fire reporting gives an inaccurate picture of the school fire problem.

To address the problem in Oregon, the Washington County Juvenile Firesetters Intervention Network received a public education grant from the Oregon Office of State Fire Marshal (OSFM) to create an informational and educational kit promoting prompt reporting of school fires. With assistance from Factory Mutual Insurance, Oregon Fire Marshals Association and State Farm Insurance, OSFM was able to make the kit available statewide. The kit includes the following:

Video: A thirteen-minute video covers the importance of a partnership between schools and the local fire department. It highlights the importance of reporting fire so youths who need intervention services can be identified.

Poster: A poster with the slogan, "Report School Fires: Every Fire, Every Time, Any Size, Anywhere" can be personalized with the local fire department's telephone number. This poster can be hung in custodial closets and staff rooms.

Fact Sheet: The fact sheet lists the risk factors for youths misusing fire and describes intervention services that hold the students accountable for their firesetting behavior.

The materials are intended to be used by a fire department with access to a juvenile firesetting specialist and network—they are likely to create an increased demand for a fire department's investigation and intervention services. For departments without trained interventionists, contact with a local firesetter intervention network is imperative if this program is to be effective.

The materials are being distributed during inservice or principal/staff meetings. Administrators, superintendents, principals, school board members, risk managers, custodial staff, teaching and counseling staff have participated in the meetings.

See the related article, *Case Study: Report all school fires campaign, Hillsboro, Oregon,* for a look at how this campaign is working in one community

Case study

Report all school fires campaign

Hillsboro, Oregon

by Dave Foster

The Juvenile Firesetter Intervention Unit at the Oregon Office of State Fire Marshal recently received this letter from Dave bringing us up to date on the effectiveness of the school fire reporting kit. He began using the kit in the school district served by the Hillsboro Fire Department.

I'd like to advise your office of Hillsboro Fire Department's initial successes after presenting your *Report All School Fires* video and statistical data. We've received a few calls about small landscape fires that would normally have gone unreported, but the following incident is very encouraging:

Two weeks after speaking at administrators' staff meetings, I was called by an elementary principal who told me she wanted to report a very small, no-damage fire that happened a week before I'd made my presentation. She said she would never have called the fire department for this type of situation in the past, but could I come out to check the situation? The inspector assigned to school inspections and I both went out to the school.

On arrival, we learned that someone had ignited paper towels through the grillwork of an electric wall heater in a boy's bathroom. I also learned that the same situation happened last year in another bathroom, destroying the heater, but no investigation or reports had been done. While investigating and photographing this fire, we recommended that this old wall heater be replaced because of its poor electrical condition.

We then went to the other unreported fire and checked it out. We discovered that the new replacement heater had been improperly connected; its metal wall cover was electrically energized and a 110v shock hazard. We immediately called maintenance to get it fixed.

With repairs coordinated for that, we asked "Is there any other help we can give?" And the principal replied, "Well, we have one zone of our fire alarm system that's been out for months, it's been 'Trouble' status for so long that the LED light on the panel has burned out." Another call to facilities maintenance put this alarm repair on the top of the list.

Since the school had no suspects for these similar fires, I offered to speak to all her students, explain the fire dangers and ask for their help. I spoke at two one-hour assemblies the next week and we reached all students, teachers and aids.

The next day the principal called me, explaining that during the showing of the fire sequences of the videos I'd brought, one teacher noticed a sixth grade boy (who was already identified with some behavioral problems) who appeared very intent and agitated about what he was watching. The principal then spoke with the boy and, although he did not admit to anything, his reactions were troubling enough that she contacted the parents to explain her concerns. Although the school and parents have chosen to keep this student anonymous, I'm told he is receiving counseling and there have been no new fire incidents at this school.

The video and statistical data were also very well received by our police department school resource officers (SROs), who are increasing their efforts to advise us of any new fires and to relay information about possible juvenile firesetters. I've also received permission from the school district's risk management administrator to provide future in-service classes to all school custodians and maintenance staff as well.

So, thanks for the video and posters. This campaign is getting off to a great start!

Inspector David Foster serves with the Hillsboro, Oregon, Fire Department in fire prevention and juvenile firesetter intervention. He is chair of the Washington County Juvenile Firesetter Intervention Network.

Case study

School district consequences for fire-related behavior

Beaverton, Oregon

by Dan Thomas, ARM

The Beaverton School District is the third largest district in Oregon, located just five miles west of Portland in the heart of one of the fastest growing counties in the state. Ongoing high-tech industrial development in the area continues to create jobs and spur construction of new neighborhoods.

The school district opened a new middle school and high school in 1995, a new elementary school in 1997, and a new high school, a new middle school and an elementary school in 1999. There are about 32,000 students and 4,000 employees across the district's forty-five campuses.

Like many school districts across the country, Beaverton recognizes that there is always the potential for a fire-related disaster, and the transition from a quiet suburban community to a fast-growing urban environment adds additional challenges to the maintenance of fire safety programs. Five years ago the district decided to define exactly which student behaviors were acceptable and which would not be permitted. There was also a need to develop consistent district-wide consequences for situations when rules were broken.

Believing that the best results come from collaborative efforts involving community members and school personnel, the district formed a committee which included students, parents, community members, teachers and administrators to develop a *Consistent Discipline Handbook*. The handbook will be updated annually as new situations arise in the district. Issues were organized by "Offense, Occurrences, Minimum Consequences, and Maximum Consequences."

Thirty-three offenses, listed alphabetically, range from alcohol and/or dangerous drugs to weapons. Each offense is defined. Arson ("using fire to destroy or attempt to destroy property") is the second offense on the list. Possessing fire-starting equipment ("bringing on to Beaverton School District property, or possessing any of the following is prohibited: matches, lighters, road flares, fuses, or any other device capable of starting fires") is number fourteen.

Occurrences are categorized as either a first offense or a repeated offense. Consequences for a first arson offense have a minimum of suspension and a maximum of expulsion, with the fire marshal notified on every case. For a repeated offense, the minimum and maximum consequences are both expulsion. In all cases the fire marshal is notified. A student possessing firestarting equipment faces, on a first offense, a minimum consequence of informal talk and a maximum consequence of suspension. A repeated offense has a minimum of parent involvement and a maximum of suspension.

The *Consistent Discipline Handbook* contains additional and/or optional consequences for inappropriate conduct. For fire-related offenses, one optional consequence is including the fire marshal in the meeting between the student, parent and school administrator. The added presence of the fire marshal underscores the seriousness of misusing fire. The handbook states: "The fire marshal at Tualatin Valley Fire and Rescue will be contacted. The marshal will assess the behavior of the person in question and will provide fire safety education and/or a referral for treatment. Evaluation and education are usually provided by the local fire service, while treatment is provided by members of Washington County Juvenile Firesetters Intervention Network."

The Beaverton School District has benefitted greatly by including fire-related offenses in the *Consistent Discipline Handbook*. Before the handbook, there was the potential for school administrators to make decisions without benefit of a student's fire history. Now, because the fire marshal is involved with each fire event, if a student having a prior fire-related offense moves from one school to another in the district or into the district from a neighboring community, the new principal is also given whatever the fire marshal knows of the student's fire history. More effective management of students can be achieved when the school works in partnership with the fire marshal and with other agencies involved with counseling juvenile firesetters.

If you know of a school district that does not work closely with its fire marshal, or does not include the involvement of the fire marshal in their plan, you should encourage them to try what Beaverton has done. After all, we all want to do what we can to make schools as safe as possible for children and protect the property the public has entrusted to us.

Dan Thomas, ARM, is the risk manager for the Beaverton School District in Beaverton, Oregon. He believes strongly in the value of collaborative community partnerships in addressing community issues.

John's story

Barb Spurlin, Fire Stop Coordinator

The following case study dramatically illustrates the value of reporting school fires and of the value of the fire department, school, and the family advocacy service working together. What may have appeared to be an act of delinquency and a relatively small fire was identified as a cry for help with potentially serious consequences if it had been ignored.

The Indianapolis Fire Department's Fire Investigation Unit works closely with the Indianapolis Public Schools to address the firesetter issue. The names have been changed, however, all the facts are true. -Ed

On May 26, 1999, at 2:00 PM an engine company was dispatched to a report of a fire at one of the Indianapolis Public Schools. Upon arrival they found a smoldering waste basket. The school had been evacuated and the hall was filled with heavy smoke. The maintenance man had attempted to extinguish the fire with a three-gallon water can while the fire department was being dispatched.

The engine company called for the fire investigation unit, which is the procedure when a fire is suspected to have been set by a juvenile. Indianapolis Fire Department's Fire Investigation Unit uses the team concept, with a fire investigator and police detective on each team. Each of these individuals is cross trained in the other's discipline and both carry full police powers. This approach has resulted in our Fire Investigation Unit's clearance rate being one of the best in the country (35.6%, compared with a national average of 16.5%).

The team interviewed John, a ten year old student, who said he was "in the bathroom and wanted something to do so I took out a lighter brought from home and lit the trash can on fire." Because he had, until recently, been a good student, it was decided to refer him to the Fire Stop Program, the department's juvenile firesetter intervention program, and not make an arrest at this time.
Two weeks later John and his mother, April, came to the Fire Stop Program. Both mother and child were well groomed, mannerly and cooperative. April explained that she was single with two children— John and a sixteen month old daughter. She was apologetic for taking two weeks to come to the appointment but said she had been working twelve to sixteen hours days during the month of May.

April said that John has ADHD but was not in counseling and was not taking any medication. He had been seeing a counselor at school because of some recent school problems. His grades had been slipping from A and B and he had been suspended for bringing a large safety pin to school and poking a female student. April explained that there were behavior problems at home, too, and some serious conflicts with his grandmother who takes care of him while April is at work. She added that all this was out of character for John and that it was absolutely the first time he had played with or showed any interest in fire.

During the interview April shared that John had been very upset since his cousin James was removed from the grandmother's home. (The grandmother was arrested for physically abusing James.) John was upset because James is in foster-care and he is unable to see him.

During our discussion, April and John reported that John had witnessed the grandmother beating James with her fist and with a long, hard stick and extension cords. John also mentioned that the grandmother had hit him. April acknowledged this, but stated it only happened one time and that she "really had it out with Grandmother about that and it has not happened since." While she was speaking John was shaking his head in a negative manner.

John then said he had been beaten at least two or three times in the last two weeks by his grandmother and had been threatened with more beatings if he told his mother.

April was very upset and began to cry. She related that her mother had "always been heavy handed" while she was growing up but she had no idea this was happening. April understood that the Fire Stop Coordinator had an obligation to notify Family Advocacy.

Family Advocacy filed additional charges against the grandmother. Hopefully James will be reunited with his mother once counseling is established. John is receiving school-based counseling and counseling was recommended for April to deal with her past abuse. While the school had identified the abuse of James, they were unaware that John was also being abused. Although they knew the boys were cousins, the connection had never been made. John realized that the school had been successful in stopping James's abuse, and subsequently sought to bring attention to his own abuse. He said he "was mad and wanted someone to pay attention."

This case is an excellent example of the positive results that can follow from a school referral for juvenile firesetting, the administration of a complete juvenile firesetter assessment tool, and a strong partnership of fire department, school, and family advocacy. Further abuse of John was stopped and his family received the assistance it needed to deal with the family's issues. The school realized that an act of firesetting may be motivated by serious issues in a youth's life.

Last year in Indianapolis, 275 youths were identified as having been involved in firesetting. In the past five years 207 children were involved in school incidents. The incidents ranged from a five or six year old bringing a lighter to school or attempting to set fire to a piece of paper, to serious charges of arson and criminal mischief. These numbers included several malicious false alarms as well.

The Indianapolis Fire Department will be proactive this year in addressing school fires. We are planning a presentation which will be made to the school administration and school police before school begins. The presentation will cover the legal consequences for not reporting, when the fire investigation unit should be called, and when a referral to Fire Stop is in order.

Barbara Spurlin is the Fire Stop Coordinator, Fire Investigation Unit, with the Indianapolis Fire Department, Indianapolis, Indiana.
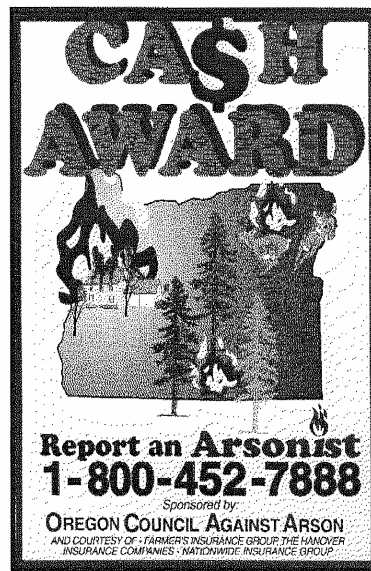
Oregon Council Against Arson

The Oregon Council Against Arson (OCAA) is a joint task force of the Oregon law enforcement, fire service, government and insurance communities. This nonprofit organization maintains a cash award program for citizens who provide information to law enforcement about suspicious fires.

OCAA promotes community awareness about arson fires and provides a means for citizens to report information confidentially about fires. To accomplish this, OCAA operates an arson hotline, **1-800-452-7888.** OCAA encourages community input about suspicious fires by distributing posters in areas where fires have occurred, including at public schools.

For more information about OCAA, or to obtain posters for your community or school, contact Gene Whitaker, OCAA Chairperson, at 503-631-7243.

APPENDIX E

Report School Fires
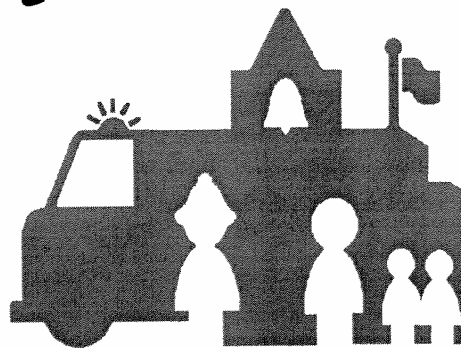
Every Fire
Every Time
Any Size
Any Where

Call 9-1-1 in an emergency.
For non-emergency contact your
local fire department at:

Dear Principal/Administrator,

Only a small percentage of fire incidents in schools are reported to local fire departments each year. Incomplete fire reporting means we have an inaccurate picture of the school fire problem. Please share the following information with your staff so that the fire service can establish a partnership with school personnel in maintaining the safety of students and staff and the protection of school property.

Report

Every Fire:

☎ Your fire department is required by law to report and investigate the circumstances of every unauthorized fire in its jurisdiction.

☎ Prompt and complete reporting assists in identifying youths using fire in an inappropriate and unsafe way so that the youth can receive intervention needed to prevent loss of life and property due to fire.

☎ Early notification is vital.... youth involved with fire once are five times more likely to use fire inappropriately again unless there is professional intervention.

Every Time:

☎ Every time a fire occurs or is discovered, staff should preserve the fire scene immediately until the local fire department can respond to investigate the incident.

☎ Matches, lighters and fireworks on school grounds create a serious injury and fire risk, and youth need to be held accountable.

Any Size:

☎ Every Fire Starts Small! Regardless of the size of the fire and the type of item(s) burned, a fire has the potential to endanger and destroy lives and property in a matter of minutes.

☎ Every thirty seconds, a fire doubles in size and within minutes can threaten an entire school.

☎ The size of the fire does not reflect the motive of the youth who started the fire.

Anywhere:

☎ **Every fire, regardless of its location, is significant. Report fires set in:**

    Restrooms and locker rooms
    Playground structures, playing fields and landscaping
    Decorations on walls and bulletin boards
    Concealed spaces (including storage areas) within the structure
    Trash cans and dumpsters
    Student lockers and personal property
    Parking lots and vehicles

Why Report?

Youth who use fire at school or on school grounds threaten the safety of other students and all school staff. They need to be held accountable for their actions. Starting a fire in protected property (like a school) is a criminal act. Regardless of whether charges are filed, fire needs to be taken seriously. According to a recent study by the Institute on Violence and Destructive Behavior, University of Oregon, students who start fires often display other at-risk behaviors, such as:

Risk Factors
Lack ability to concentrate
Act impulsively
Refuse to cooperate
May have a history of abuse
Have recently experienced a crisis
Have school problems, either behaviorally or academically
Act out their feelings
Are easily influenced by peers
Try to show off for peers
Lack an understanding of the power of fire
Think they can control the fire so it won't get out of control
Are not aware of the potential legal consequences of their actions

What is the community intervention for a youth who starts a fire in school?

Intervention includes:
Screening interview to determine appropriate intervention
Addressing fire curiosity through education
Making referrals to mental health providers when more extensive evaluation is needed
Partnering with law enforcement and juvenile departments to hold youth accountable for their actions
Having youth complete projects (like the community impact report) which determine the social, emotional and financial consequences of their actions
Requiring the youth to participate in restitution programs and complete community service projects

For more information on juvenile firesetter networks
To increase your knowledge about juvenile firesetter issues and resources, and to develop partnerships with fie service and other professionals in your community, contact the Office of State Fire Marshal (800-454-6125) for the Juvenile Firesetter Intervention Network in your area.

A project of Washington County Juvenile Firesetter Intervention Network,
with technical support from the Oregon Office of State Fire Marshal.

UNIT 3: COALITIONS/ INTERAGENCY NETWORKS

OBJECTIVES

The students will:

1.   Identify the importance of coalition-building strategies.

2.   Identify the roles and responsibilities of coalition members.

3.   Identify which agencies should be included in a coalition.

4.   Work effectively with key agencies.

5.   Develop strategies to increase funding.

6.   Identify interagency linkage.

7.   Establish a reliable, knowledgeable referral network.

8.   Identify items that need to be included in an interagency network agreement.

9.   Integrate a juvenile firesetter program into the department's mission.

10.   Review roles and responsibilities within the juvenile firesetter program.

11.   Discuss program policies and procedures.

NOTE-TAKING GUIDE

NOTE-TAKING GUIDE

Slide 3-1

**UNIT 3:
COALITIONS/
INTERAGENCY NETWORKS**

Slide 3-1

Slide 3-2

OBJECTIVES

The students will:
- **Identify the importance of coalition-building strategies.**
- **Identify the roles and responsibilities of coalition members.**
- **Identify which agencies should be included in a coalition.**
- **Work effectively with key agencies.**
- **Develop strategies to increase funding.**

Slide 3-2

Slide 3-3

OBJECTIVES (cont'd)

- **Identify interagency linkage.**
- **Establish a reliable, knowledgeable referral network.**
- **Identify items that need to be included in an interagency network agreement.**
- **Integrate a juvenile firesetter program into the department's mission.**

Slide 3-3

Slide 3-4

OBJECTIVES (cont'd)

- Review roles and responsibilities within the juvenile firesetter program.
- Discuss program policies and procedures.

Slide 3-4

Slide 3-5

VIDEO:

"A Call for Community Action"

Slide 3-5

Slide 3-6

KNOW YOUR PROBLEM

- First step in organizing a community-based program.
- Encourages support.
- Child firesetting and arson are very serious.
- Community could work together to reduce problem.

Slide 3-6

Slide 3-7

KNOW YOUR PROBLEM (cont'd)

- Who is setting fires?
- What kind of fires are being set by children and youth?
- What was the motivation behind these fires?
- What was the cost from these fires?

Slide 3-7

Slide 3-8

DEVELOPING A JUVENILE FIRESETTER INTERVENTION COALITION/ INTERAGENCY NETWORK

Every successful community-based program needs a champion:
- Fire department.
- Law enforcement.
- Mental health professional.
- Members from other related community agencies and groups as partners.

Slide 3-8

Slide 3-9

RESPONSIBILITIES OF A JUVENILE FIRESETTER INTERVENTION COALITION/INTERAGENCY NETWORK

- Identify your problem
- Review the existing program models and select one
- Designate leadership and management roles
- Consider legal issues

Slide 3-9

Slide 3-10

**LEGAL TERMS--
NATIONAL FIRE PROTECTION
ASSOCIATION STANDARD 1035
DEFINITIONS**

- **Abuse**
- **Confidentiality**
- **Neglect**

Slide 3-10

Slide 3-11

**RESPONSIBILITIES OF A JUVENILE
FIRESETTER INTERVENTION
COALITION/INTERAGENCY
NETWORK (cont'd)**

- **Provide for training needs**
- **Identify your intervention resources**
- **Establish the referral mechanisms**
- **Develop a data collection and
  evaluation system**

Slide 3-11

Slide 3-12

**DOCUMENTED CASES
MAY INCREASE NUMBERS**

Within the first 2 years of program
implementation, you may be
documenting child firesetter cases that
were not documented before, so the
numbers may increase.

Slide 3-12

Slide 3-13

GETTING STARTED

- **Describe the problem**
- **Collect local and regional data**
- **Review local and regional data**
- **Identify resources--local agencies**

Slide 3-13

Slide 3-14

FUNDING SOURCES

- **Tax-supported local, State, and national programs**
- **State and Federal grants and contracts for new programs**
- **Local foundations and charities**
- **Corporation donations of cash and materials**

Slide 3-14

Slide 3-15

ROLE OF COORDINATING AGENCY

- **Obtain administrative approvals**
- **Provide leadership in program development, implementation, and expansion**
- **Identify resources**
- **Identify and correct myths, attitudes, and ineffective responses**

Slide 3-15

Slide 3-16

FOCUS FOR THE FIRE DEPARTMENT

- **Provide followup according to program policies and procedures**
- **Secure and maintain funding sources**
- **Track program data**
- **Evaluate and share program outcome**
- **Keep program visible to community**
- **Seek ongoing support and information**

Slide 3-16

Slide 3-17

PROGRAM DEVELOPMENT

- **Puts into place the various components of a juvenile firesetter intervention program.**
- **Once the components are in place, the program is ready to begin its work in the community.**

Slide 3-17

Slide 3-18

RESPONSIBILITIES OF THE MANAGEMENT TEAM

- **Integral part of its fire department**
- **Links with department programs**
- **Links with the community services network**
- **Run the juvenile firesetter intervention program**

Slide 3-18

Slide 3-19

ADVISORY COUNCIL

The primary role of an advisory council is to facilitate multiagency cooperation in planning, implementing, and maintaining the community's juvenile firesetter program.

Slide 3-19

Slide 3-20

**PROGRAM MANAGER--
JUVENILE FIRESETTER
INTERVENTION SPECIALIST II**

- Recruiting the members of the advisory council
- Contact the administrators of key community agencies to explain the juvenile firesetter problem and the need for developing the advisory council

Slide 3-20

Slide 3-21

**SERVICE DELIVERY
SYSTEM**

Each juvenile firesetter intervention program will select the type and range of services it will provide to its community.

Slide 3-21

Slide 3-22

COALITION-BUILDING LEADERSHIP

- Collaborative, community-wide efforts are essential.
- As a Juvenile Firesetter Intervention Specialist II you are responsible for:
    - Building coalitions.
    - Maintaining coalitions.
    - Supporting coalitions.

Slide 3-22

Slide 3-23

LEADERSHIP

- Fostering these relationships and serving as their advocate with management
- Providing the support required for the Juvenile Firesetter Intervention Specialists I who work for you to join coalition efforts and to make meaningful contributions to them

Slide 3-23

Slide 3-24

What organizations do you network with in your community?

Slide 3-24

Slide 3-25

What benefits does networking with representatives from these agencies bring to you?

"What's in it for me?"

Slide 3-25

Slide 3-26

Activity 3.1 Networking

Slide 3-26

Slide 3-27

COALITION

An alliance or union, especially a temporary one

Slide 3-27

Slide 3-28

INTERAGENCY NETWORK

A group of agencies (public safety, social services, education, mental health, health care providers, law enforcement, and juvenile justice) working in a formal/informal partnership to address juvenile firesetting

-NFPA 1035

Slide 3-28

Slide 3-29

VALUE OF COALITIONS

- **Strengthen base of support**
- **Create expanded and new opportunities**
- **Broaden support**
- **Create networking opportunities**
- **Usually achieve desired results**
- **Local democracy at work**

Slide 3-29

Slide 3-30

CHALLENGES OF COALITIONS

- **Cumbersome decisionmaking process**
- **Conflicting organizational "political" agendas**
- **Some people not suited temperamentally**
- **Logistical issues delay action**
- **Fluidity of representation**
- **"Downtime" and transitional periods**

Slide 3-30

Slide 3-31

VALUE OF COALITIONS
(cont'd)

- Public perceives information from coalition efforts as more credible.
- Increase critical mass.
- Lighter workload.
- Increased community involvement.
- Demonstrated community support is received well by the public and by elected officials.

Slide 3-31

Slide 3-32

VALUE OF COALITIONS
(cont'd)

- Each coalition member brings something to the table that is a benefit.
- Increase effectiveness of program.
- Break down isolation and create an environment that stimulates empowerment.

Slide 3-32

Slide 3-33

VALUE OF MEETINGS

- Gain new knowledge, ideas, and approaches
- Obtain a better perspective
- Demonstrate your organization's commitment
- Create, direct, and evaluate coalition programs and services
- Institutional support

Slide 3-33

Slide 3-34

How can you encourage your staff to participate in coalitions?

Slide 3-34

Slide 3-35

STEPS IN COALITION BUILDING-- COMMUNITY AWARENESS

- Know your community
- Research and select issues that lend themselves to coalitions
- Recruit the right people for the initial advisory council
- Recruit the right people for the stakeholders

Slide 3-35

Slide 3-36

STEPS IN COALITION BUILDING (cont'd)

- Obtain commitment from the top and gain adequate administrative support
- Solidify the coalition
- Establish objectives and action plan
- Maintain momentum

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Slide 3-37

**Activity 3.2
Coalition Recruitment
Considerations**

Slide 3-37

Slide 3-38

**Activity 3.3
Selling the Value of
Coalitions**

Slide 3-38

Slide 3-39

MAINTAINING COALITIONS

- **Maintaining several coalitions**
- **Maintaining coalitions through others**
- **Providing contacts**

Slide 3-39

Slide 3-40

EXPANDING/ENDING COALITIONS

- **When do you expand a coalition?**
- **When do you end a coalition?**

Slide 3-40

Slide 3-41

Activity 3.4 Coalitions

Slide 3-41

ACTIVITY WORKSHEETS

Activity 3.1

Networking

Purpose

To identify potential collaborators on an educational plan.

Directions

1. Complete the following Student Activity Worksheet (SAW) individually.

2. Be prepared to discuss it after it is completed.

3. You have 10 minutes to complete the Worksheet.

Activity 3.1 (cont'd)

Worksheet

1.   List three juvenile firesetting issues in your community.

      a.   Issue 1: _____

      b.   Issue 2: _____

      c.   Issue 3: _____

2.   What are your organization's goals for dealing with each issue listed above?

      a.   Issue 1: _____

      b.   Issue 2: _____

      c.   Issue 3: _____

3.   List at least one organization, preferably more, that shares a common goal with each issue listed above. You do not have to be working currently with a representative from the organization to include it on the list.

      a.   Issue 1: _____

   b.   Issue 2: _____

   _____

   _____

   c.   Issue 3: _____

   _____

   _____

Activity 3.2

Coalition Recruitment Considerations

Purpose

To walk through some of the preliminary groundwork necessary for coalition recruitment.

Directions

1.   Use the case study example below to respond to the following questions:

       a.   What are the goal and objectives of the effort?

       b.   What has been the previous experience with the issue?

       c.   What are the resources?

       d.   Are there any internal and external problems to consider?

2.   Consider stakeholders' interests, what they bring, and who they will alienate. After listing them, prioritize them for recruitment.

3.   What activities (action steps) will be used to recruit into the coalition?

Case Study

A fire department in a city of 50,000 has recognized youth firesetting as the leading cause of arson within the community. The problem is most severe in city-owned public housing. The fire department currently enjoys a strong relationship with the city, community organizations, and education officials. The fire department is interested in exploring the potential of forming a community coalition to address youth firesetting issues.

Activity 3.3

Selling the Value of Coalitions

Purpose

To share information and experience among members of the group about the value of working with coalitions.

Directions

1.   What is the best way to "sell" or promote to superiors the idea of working with coalitions?

2.   Take notes from group discussion.

Activity 3.4

Coalitions

Purpose

To choose and list members of your coalition.

Directions

1. Make a list of organizations and individuals that you would contact to be included on your coalition. Identify all of the specific agencies in your community with a stake in child safety, education, justice, and welfare.

2. Share your list with the rest of the class.

3. Make revisions based on new information that you gain from the large group discussion.

BACKGROUND TEXT

DEVELOPING A JUVENILE FIRESETTER INTERVENTION COALITION/ INTERAGENCY NETWORK

In this course, the terms **Juvenile Firesetter Intervention Coalition** and **Interagency Network** are synonymous. Juvenile Firesetter Intervention Coalition has been used in U.S. Fire Administration (USFA) publications and courses while Interagency Network is the term used in the National Fire Protection Association (NFPA) 1035, *Standard for Professional Qualifications for Public Fire and Life Safety Educator*. Regardless of what you call it, be sure you have one!

Every successful community-based program needs a champion. Typically, the local fire department will be (and has been) the champion organization to take the lead in coordinating the necessary partnerships that will result in a successful juvenile firesetter intervention program. The champion agency will be responsible for all of the administrative details, organizing partnership activities, keeping partner members motivated and involved, and constantly recruiting new individuals and partners to join the community effort. In certain communities, other organizations have served as the champion (Sioux City, Iowa--St. Luke's Hospital Burn Unit), with the full support of the local fire department. Without the active support and participation of the local fire department, a program effort will be difficult, if not impossible.

Beginning with a core team involving the fire department, law enforcement, someone from the mental health profession (local psychologist, school counselor, etc.), and others, a preliminary plan of action can be designed, eventually bringing in members from other related community agencies and groups as partners in this effort.

RESPONSIBILITIES OF A JUVENILE FIRESETTER INTERVENTION COALITION/INTERAGENCY NETWORK

Some of the initial tasks and activities of the core task force in planning for, organizing, and implementing a juvenile firesetter coalition/ interagency network:

- **Identify your problem** through data collection.

- **Review the existing program models and select one** that matches the size and needs of your community.

- **Designate leadership and management roles** for your team-- you'll need a **"champion"** agency! Remember, leadership in a multiagency effort also can **rotate** among agencies.

- **Consider the legal issues** involved in designing your program process. (e.g., confidentiality issues, reporting suspected child abuse and neglect, parental consent to interview a minor, etc.). It is recommended to include someone knowledgeable in juvenile law to assist you, early on in the program planning stage, with identifying these issues, and designing appropriate consent forms, policy and procedures, etc.

  NFPA definitions for:

  Abuse: harmful behaviors and/or actions, as defined by local law, that place an individual at risk and require reporting.

  Confidentiality: a principle of law and professional ethics that recognizes the privacy of individuals.

  Neglect: failure to act on behalf of or in protection of an individual in one's care.

- **Provide for training needs**, especially for those who will be involved initially with the screening interview process to determine risk levels for future firesetting.

- **Identify your intervention resources**--fire safety education, counseling, first-offender programs, after-school assistance programs, etc.

- **Establish the referral mechanisms** so that all involved will know the process and procedures.

- **Develop a data collection and evaluation system**. Tracking information regarding your cases will demonstrate your measure of success in providing specific interventions, and direct the need for re-evaluation and program/process adjustments and change.

Within the first 2 years of program implementation, you may be documenting child firesetter cases that were not documented before (e.g., fires set by children and extinguished--no fire department intervention), so the numbers may increase.

Getting started:

- describe the program;
- collect local and regional data;
- review local and regional data; and
- identify resources--local agencies.

Identify your funding and resource needs, and use your community linkages to assist in providing for these needs. Establish a funding base.

Funding sources:

- tax-supported local, State, and national programs;
- State and Federal grants and contracts for new programs;
- local foundations and charities; and
- corporation donations of cash and materials.

Develop publicity and public awareness efforts. In order for parents to understand the seriousness of child firesetting behavior, and to know where to go for assistance, your program must be visible!

Establish a task force communication and meeting schedule.

ROLE OF COORDINATING AGENCY

The agency (or agencies in a team) that chooses to lead the task force just described would have an additional focus in the following activities, to enhance and maintain the operation of an effective program:

- obtain administrative approvals;
- provide leadership in program development, implementation, and expansion;
- identify resources; and
- identify and correct myths, attitudes, and ineffective responses.

Additional responsibilities:

- delegate responsibilities and tasks;
- allocate resources;
- support effective fire safety and arson prevention education;
- initiate and support interagency cooperation and partnerships; and
- use local media to assist in community awareness and in educating parents and other involved agencies.

Whether or not the fire department is identified as the coordinating agency for the community firesetter program, its role and function are well defined:

- conducting interviews with firesetting children and their families (following training in the use of approved forms);
- providing firesetter education intervention;
- referring children and families to appropriate agencies, according to the team's predetermined process;

- interfacing with police and the juvenile justice system; and
- maintaining awareness of legal issues surrounding the program implementation.

Additional focus for the fire department:

- providing followup according to program policies and procedures;
- securing and maintaining funding sources;
- tracking program data;
- evaluating and sharing program outcome;
- keeping program visible to community; and
- seeking ongoing support and information through local, State, and national networking.

PROGRAM DEVELOPMENT

The program development task puts into place the various components of a juvenile firesetter intervention program. Once the components are in place, the program is ready to begin its work in the community. Typically the juvenile firesetter program coordinator (Juvenile Firesetter Intervention Specialist II) is responsible for management of the program. If you have the luxury of assigning assistants, these persons will constitute the management team. If the fire service is the agency selected to lead the program, the coordinator likely will report to someone in the fire department's chain of command.

Responsibilities of the program coordinator:

- ensuring that the juvenile firesetter program is operating as an integral part of the fire department;
- establishing links between department programs such as fire prevention and arson investigation;
- building links between the juvenile firesetter program and the community services network; and
- running the juvenile firesetter program.

The primary role of an advisory council is to facilitate multiagency cooperation in planning, implementing, and maintaining the community's juvenile firesetter program. If the key agencies comprising the network of community services are represented on the council, then the first step has been taken in organizing a coordinated system of delivering services to juvenile firesetters and their families. This council can help ensure that at-risk youth will not fall through the cracks, but will receive the necessary and appropriate intervention services. Members of the council can help to identify potential funding sources to help support the operation of the

community program. The council can work to clarify the roles of each agency in the delivery of services.

Council members can educate each other about how their specific agencies can work effectively with juvenile firesetters and their families. For example, the fire service can be designated as responsible for providing assessment, evaluation, and education, while mental health can be responsible for providing counseling.

The council also can help develop specific referral agreements and determine how they will operate among community agencies. Finally, council members can identify other agencies or individuals in the community that work with firesetters. They can distribute information about the juvenile firesetter program to their agencies and to other agencies within the community. The council members can serve as prominent advocates in their community for their juvenile firesetter program.

Ideally the council members should be decisionmakers. The council should be composed of representatives from all agencies in the community whose responsibilities relate to juvenile issues:

- fire service;
- law enforcement;
- firefighter unions;
- mental health;
- burn centers;
- social services;
- the schools;
- juvenile justice;
- the media;
- children's hospital;
- insurance; and
- community service agencies (parks and recreation).

The program manager typically takes the responsibility for recruiting the members of the advisory council. The program manager should contact the administrator of each key community agency to explain the juvenile firesetter problem and the need for developing the advisory council.

Each juvenile firesetter program will select the type and range of services it will provide to its community. In addition, in collaboration with the advisory council, the juvenile firesetter program management is responsible for building the community network of services for juvenile firesetters and their families.

Juvenile firesetter programs will develop differently, given the characteristics, needs, and resources of each community. Not every community may be able to offer all program services. The core program components are likely to be structured differently from community to community. Nevertheless, in the program development phase, building the specific program components to serve at-risk youth establishes the operation of the juvenile firesetter program in the community.

COALITION-BUILDING LEADERSHIP

It has become clear in the prevention field that collaborative, community-wide efforts are essential. Community problems are interrelated and they share common roots in the community. The responsibility to address these problems falls to the community as a whole and not just to one organization or one fire department. The family, the school, and all organizations that share the common goal must be involved.

In the Juvenile Firesetter Intervention Specialist II position, you need to demonstrate leadership in:

- building coalitions;
- maintaining coalitions; and
- supporting ongoing coalitions in your community.

This may mean fostering these relationships and serving as their advocate with management, or providing support required for those who work for you (Juvenile Firesetter Intervention Specialist I) to join coalition efforts and to make meaningful contributions to them.

NETWORKING

Networking is an informal arrangement of information and resource sharing. Most leaders already have developed an informal networking arrangement.

COALITIONS

According to *Webster's Dictionary*, a coalition is "an alliance or union, especially a temporary one."

Interagency Network: a group of agencies (public safety, social services, education, mental health, health care providers, law enforcement, and juvenile justice) working in formal/informal partnership to address juvenile firesetting (NFPA 1035).

Organizing a successful coalition is a blend of instinct, a good sense of organizational practice, and an unfaltering commitment to change. Coalitions are fluid by nature. Fluidity cannot be managed, but can be focused. When a coalition comes together, its members share a common goal. That's why it was important to identify your common goals.

Before a coalition begins its work, members should agree upon common goals, and should reach a consensus both internally and with the leaders they represent. Doing this will build a foundation for solid coalition success.

Advantages of coalitions:

- strengthen base support;
- create expanded and new opportunities;
- broaden support;
- create networking opportunities;
- usually achieve desired results; and
- local democracy at work.

Challenges of coalitions:

- cumbersome decisionmaking process;
- conflicting organizational "political" agendas;
- some people not suited temperamentally for coalition work;
- logistical issues delay action;
- fluidity of representation affects community--usually don't have same people at all meetings; and
- "downtime" and transitional periods weaken coalitions.

The Value of Coalitions

- public perceives information from coalition efforts as more credible;
- increase critical mass; and
- lighter workload for all members, if managed properly.

Generally there is increased community involvement with target audiences that need important educational information because some organizations can reach some audiences better than others. Demonstrated community support is received well by the public and by elected officials. Each coalition member brings something to the table that is a benefit to all other members. The benefits are greater than the sum of the whole:

- increase effectiveness of program; and
- break down isolation and create an environment that stimulates empowerment.

Value and Importance of Meetings

The importance of institutional support to a collaborative effort is repeated in the literature. At a minimum, effective collaboration must have the enthusiastic backing of top leadership, if not actual participation.

- gain new knowledge, ideas, and approaches;
- obtain a better perspective on the depth, breadth, and scope of the issue;
- demonstrate your organization's commitment; and
- create, direct, and evaluate coalition programs and services.

STEPS IN COALITION BUILDING--COMMUNITY AWARENESS

Know your community. Research and select issues that lend themselves to coalitions. Research must lead to action. Recruit the right people for the initial core group:

- Determine who in the community is knowledgeable and working actively on the issue.

- Look for groups whose mission is linked to your issue.

- The advisory council is composed of those who will make things happen.

- Not everyone will be appropriate for the advisory council.

Look for "champions": those folks who have a strong self-interest in the issue and the ones who make sure the coalition succeeds, meetings occur, and people stay active. Consider other individuals whose services will aid and support your mission in legal, accounting, promotional, etc., aspects. Designate dynamic individuals to serve as officers or committee chairs of the coalition. Look for wealth, wisdom, or work from members.

Recruit the Right People for the Stakeholders and Allies

Core group can identify who else has an interest in the issue. These are generally supporters. They assist the core group. Seek representation from all segments of a community: safety organizations, businesses, schools, service organizations, elected officials, churches, etc.

Approach community leaders with the greatest credibility and influence, as well as the **doers**. Again, wealth, wisdom, or work. Decide which

potential members are likely to be the most helpful to the coalition. Determine whose involvement might hinder the coalition's ability to get off on the right track. Prioritize members for recruitment. Decide on methods and activities that will be used for recruitment.

Obtain Commitment from the Top and Gain Adequate Administrative Support

- a staff person's time to build and to coordinate the coalition;
- office space, telephone line, copier, fax machine, office supplies, storage space;
- support staff--clerical, administrative;
- meetings--planning, scheduling, notification, facilitating, and preparing and distributing agenda and minutes; and
- research and data collection.

Solidify the Coalition

Establish an identity for the coalition (e.g., letterhead, newsletter, separate phone line). Use the media to establish your name in the community.

Hold regular meetings. Early on, decide how long and how frequent meetings should be and stick to the agreed-upon time limit. To gain participation in coalition meetings, vary meeting locations and ask coalition members to give reports on their organizations. Decide how agendas will be structured (e.g., most important business first, committee reports, etc.).

Agree upon the size of the core group and committees. Develop a structure, such as committees or action groups.

Produce informational materials with logo and phone number, and distribute them widely. Set realistic goals to foster coalition success and growth.

Establish Preliminary Objectives and Action Plan

Preclude territorial conflicts by involving members from throughout the community in a variety of activities. Plan targeted activities. Undertake multifaceted activities (enforcement, engineering, and education). Plan programs and activities that involve the entire membership, and take advantage of each member's unique skills and expertise. Establish evaluation plans now.

Maintain Momentum

Anticipate and overcome potential stumbling blocks:

- turf issues;
- inadequate participation by the membership, especially in planning sessions and regular meetings;
- ineffective coalition activities; and
- poor group dynamics.

Keep members motivated. Acknowledge and applaud short-term successes to maintain members' enthusiasm and active involvement.

Replace members who leave the coalition, and re-assign their duties and responsibilities immediately. Recruit a variety of members (leaders **and** doers). Recognize successes and exemplary effort with awards, certificates, presentations, news conferences, etc.

Survey members periodically to determine their interests, level of commitment, and resources. Make meetings and activities fun. Coalition activities should be the highlight of each member's workweek.

MAINTAINING COALITIONS

Maintaining several coalitions: what to do when your organization is involved with several coalitions simultaneously. As a manager it is likely that you may have to maintain several different coalitions at the same time. Different coalitions may be at various stages of the development cycle. Some may require nurturing, while others may be self-supporting. If you can, try delegating the responsibility for different coalitions to different people. Your organization then can keep involved with each one and give each the attention it deserves.

Maintaining a Coalition Through Others

Once you get a coalition started, or initially join an existing coalition's efforts, you may choose to delegate or assign the continuing coalition work to another person. Coalition leadership may change over time. Use this as an opportunity to develop a staff member by giving him/her a leadership opportunity to run the coalition's work.

Providing Contacts for Coalition Development and Work

As a leader, you have developed a significant network that could assist with some of a coalition's work. You can provide names, telephone numbers, and resource contacts to those who are working with the coalition to help it accomplish its goal. You also can obtain new contact information from the network developed through the coalition.

Expanding or Ending Coalitions

If a coalition ends, it does not necessarily mean that all efforts toward the common goal that supported the formation of the coalition are over. It probably means that ongoing work on that common goal reverts to informal networking efforts, where the entire process began.

APPENDIX A

Juvenile Firesetter Coalition

Social Services	**Mental Health Agencies**	**Family Court**	**Police Department Youth Service**
Placement Resources			**Outreach Counseling**
	Fire Department		
Child Protective Services			**Probation**
Schools	**Research**	**Community Neighborhood Groups**	**Criminal Court**

APPENDIX B

Flow Chart for
Juvenile Firesetting Intervention Services

Identification

1. Fire Service
2. Law Enforcement
3. Social Services
4. Medical Community
5. Mental Health
6. Juvenile Justice
7. Schools
8. Parents
9. Others

Intake

Juvenile Firesetting Intervention Program

Intervention Services

A. Fire Service
- Educational Intervention
- Formal Interview/Screening Service
- Referral To Other Target Agencies

B. Juvenile Justice
- Adjudication
- Formal Interview/Screening Service
- Referral To Other Target Agencies

C. Mental Health
- Formal Interview/Screening Services
- Behavioral Diagnosis/Evaluation
- Link To More Comprehensive Services

D. Social Services
- Alternative Placement
- Link To More Comprehensive Services
- Family Assistance/Support

APPENDIX C

**Fire Stoppers of King County
Youth Intervention Program**

**King County Fire and Life Safety Association
Arson Alarm Foundation
Bellevue Community Services/CoHear**

Funding
*KC Fire Marshal's Office
Grants
Insurance Agency
Arson Alarm
Co-Pay
Fire Departments
Community/Civic*

Referral Sources
Parents/Caregiver
Fire Service
Schools
Mental Health
Law Enforcement
Juvenile Justice

Training
*Interview Techniques
Documentation
Educational Strategies
Referral Process
Communication Skills
Linking with Resources
Train the Trainer*

Fire Department
*Identify, Interview,
Education, Referral*

Curiosity
Educational Intervention

Delinquent
Psychological Intervention

**Reactionary
Educational and Psychological
Intervention**

**Fire Department
Provides Education
Followup**

**CoHear
Psychological
Treatment
Data Collection
Feedback
Link to Other Services**

APPENDIX D

Colorado Department of Public Safety

Division of Fire Safety ◄┄┄┄┄┄┄┄► **Division of Criminal Justice**

University of
Colorado at Boulder

Miller Life
Safety Center

**Juvenile Firesetters
Advisory Board** ◄┄┄┄┄┄► **Colorado Juvenile Justice and
Delinquency Prevention Council
Build a Generation (BAG)
Advisory Board**

Project Coordinator
Research Staff
Administrative Assistant ◄┄┄┄┄┄► DCJ--Office of Juvenile Justice
Juvenile Justice Manager
Criminal Justice Specialist

COLORADO JUVENILE FIRESETTERS PREVENTION NETWORK

Head Start
Collaboration
Project

CASSP
Family
Advocates

Police

American
Red Cross

Community
Evaluation
Teams

Fire Departments

Alternatives
to Incarceration
SB94

Family
Resource
Centers

Mental
Health
Centers

Schools

Juvenile
Diversion
Network

Build a
Generation
Communities

Colorado
Safe Kids
Coalation

Children's
Hospital

Placement
Alternatives
Commission

Sheriff
Offices

Kempe Center

Educators

Fire Safety
of Colorado

District Attorney's
Office

School-Based
Health Centers

Social Services

**Mental Health
Agencies**

Family Court

**Police
Department
Youth Services**

APPENDIX E

National Association of State Fire Marshals--Fireproof Children 2004

OVERALL PRINCIPLES FOR A SUCCESSFUL COALITION

Coalition Mission Statement

What is a mission statement?

A statement that succinctly explains what he coalition stands for, why it exists and how it plans to address the issue of juvenile firesetting.

Why is it important?

To function as a unified whole, members must be committed to the coalition's mission.

Mission statement can serve as both a publicity tool to advertise the existence and aims of the coalition as well as a tool to attract community involvement.

Mission statement is an indication of solidarity and lends further credibility to the coalition.

Operating Principles

Operating principles describe how the coalition will do its work, i.e., decision-making process, and roles of each team member/organization, meeting schedule, and coordinator.

Personal Contact

It takes a great deal of personal contact to build a coalition. Face-to-face or direct telephone contact helps more clearly to develop a shared understanding of goals and strategy. Personal contact helps develop the personal relationships that build *trust, and fun among coalition members.*

Leadership

A coalition needs leadership, but not domination.
Invite full and real participation of all members.

Your Commitment

Each organization must be committed to the problem.
Each organization must be committed to coordinate to solve the problem.
Each organization must be committed to the belief that every other organization has a vital role to play to fully address the problem.
Each organization must be committed to open communication.

FACTORS THAT SUSTAIN A COALITION

COMMUNITY INVOLVEMENT

Active community involvement and support is vital to a coalition's success.
Communities that feel more connected to the coalition will be more supportive.
To develop long-lasting bonds, the larger community must be able to identify with the coalition and its goals.
The diversity of a coalition should, to the extent possible, mirror the diversity of the community.
Share important information with the community and invite them to participate in coalition activities.

PUBLICITY

A well-managed publicity strategy can help to establish the coalition as a legitimate voice of the community.

A publicity message should clearly:
Articulate the coalition's mission
Outline its vision to address the needs of the community it serves
Provide details of notable accomplishments
Offer opportunities and information for others to get involved.

Publicity pieces can include:
Simple coalition brochures
Brief press releases
Announcements and interviews on public television and radio stations

Access to the Internet presents the coalition with more opportunities to promote its goals:
Send out mass electronic e-mail notices
Publish electronic newsletters
Design an eye-catching informative web site

Media kits:
Sets of documents and materials to provide media contacts with information about the coalition
Provide a detailed introduction to the coalition

REGULAR MEETINGS

Provide coalition members with opportunities to socialize and bond, reflect on achievements and challenges, update each other on current projects, etc., propose new ideas, initiatives, and decide on next steps

ORGANIZATION

Establish coalition within an agency so it is a permanent part of that agency.

EFFECTIVE MEETINGS

Clear agenda
Good facilitation skills
On time
Identifying members who will take responsibility to follow up on items discussed
Preparing an official summary of the meeting
Food and drinks

OPEN AND RELIABLE REPORTING MECHANISMS TO KEEP MEMBERS INFORMED

FUNDING

Grant proposals should provide potential funders with the most persuasive and accurate information available and meet all the guidelines requested by the funder. Grants may also be necessary if one organization becomes the permanent home of the coalition.
Applying for funding demands serious attention.
Explore additional sources of funding.

BUILDING A COALITION

TO ADDRESS JUVENILE FIRESETTING

INTRODUCTION

The most comprehensive and successful approach to addressing the issue of juvenile firesetting in our communities is to build a team of people representing a variety of discipline---a coalition. The coalition's overall goal is to develop a system of continuous services to children and families, and typically include representatives from the disciplines of mental health, fire service, law enforcement, juvenile justice, educators and other disciplines that will be helpful in addressing juvenile firesetting.

Every coalition is different, and coalitions in a state or region are generally in different stages of development, from new to very seasoned. Your coalition will grow as your team becomes more experienced. Remember that coalition building is an ongoing, dynamic process.

This workbook offers some specific guidelines on goal setting and planning that new coalitions can follow to get established. It may also be useful for experienced coalitions as they review their goals and add new prevention and intervention strategies.

Coalition building is really about networking and building relationships. An excellent source for this, and to support your coalition building is experienced, seasoned coalitions.

WHO ARE WE?

Coalitions consist of a variety of disciplines and will typically include mental health, social services, fire service, educators, law enforcement, and juvenile justice.

SHORT TERM GOALS

GOAL I   Your initial goal is to identify what disciplines are currently represented, and what disciplines are needed to complete your team.

GOAL II   Identify and recruit individuals representing the disciplines that are not currently on your team. Once you identify who or what organization(s) you want to recruit, plan a strategy for how this will be done.

GOAL III   How well do we know each other? It's important that your team spends time getting to know one another, and that you build in some fun time together.

GOAL IV   Learn how you each function in the community and what our responsibilities include. This will help you plan your prevention and intervention strategies.

GOAL V   Develop a team mission statement that succinctly describes your purpose. Most successful coalitions have a mission statement. This helps to focus activities and promote the coalition.

GOAL VI   Locate and share national and local resources. Share data and information you currently have about why juveniles misuse fire and its prevalence in your community. This is very important as you build an awareness campaign. Resources for local data include incident reports, fire chief reports, etc.

GOAL VII   How will your team work together? Several disciplines working together is very powerful and effective. It is also motivational. You're not alone, everyone is involved in this problem and can make a significant contribution. Plan how you will function as a team. Included the necessary operational roles such as meeting times, agenda, co-ordination. This is very important. Also discuss how, together, you will address the issue.

GOAL VIII   How does each discipline deal with children/juveniles involved in firesetting and what gets in the way? Identifying barriers and challenges will be important to setting goals to overcome them.

GOAL IX   How will you work as a team to make each team member/organization a part of a system to address juvenile firesetting? Understanding the self-interests is crucial to the team. Coalition goals incorporate the self-interests of members plus something larger than those self-interest.

PREVENTION

GOAL I   Determine your prevention goals regarding awareness and fire safety education. What are you dealing with? Use your local data. Local data will drive your prevention goals.

GOAL II   Identify resources that can be helpful to you in your community.

GOAL III   Decide how you will reach your prevention goals.
- current resources
- who will seek out additional resources
- do we need funding/how can we get it?

GOAL IV   Develop a plan for implementing awareness and fire safety education.
- target audiences for each
- how each will be used
- role of team members related to fire safety education and awareness.

INTERVENTION

Do you have a process that your team follows when a juvenile firesetter needs a more intensive intervention beyond fire safety education?

GOAL I   Identify current challenges your team members have around this issue.

GOAL II   Review the objectives of a community intervention, effective community intervention, and comprehensive intern program (in your coalition building slides/NASFM).

GOAL III   Plan how you will build your intervention system from the point a referral is made to your coalition to follow-up and evaluation of the interventions. Your plan must include the following:

Creating a continuous process – Set specific goals for providing a continuum of care. The continuum of care will include:

● Identification/Referral

● Assessment – A comprehensive assessment should result in a formulation of the problem(s) and the development of an intervention plan, that includes goals and strategies for reaching these goals.
● Clearly define the roles of each discipline.
● Assessment also helps determine where one discipline (fire service for example) stops, and another picks up (mental health). *Your team's goal will be to clarify how and what factors indicate referrals beyond education and training.*
● Different members of your team may conduct assessments. *Your goal may be to determine how your assessments will interface and be utilized.*

Your plans for intervention will also include the following:
● Safety education.
● Intervention and support (child and family).
● Comprehensive community training.
● Community.
● Coordination of community services.
● Home safety check.

Follow-Up:
How do we ensure that our intervention(s) are continuing and effective in stopping the fire setting?

Evaluation:
● *Goals include evaluating outcomes of your intervention and prevention goals and strategies; refinement of strategies as needed to enhance goal attainment, recognizing and applauding your successes.*
● Deciding on next steps.

GOAL IV   Document your cases using the NASFM data form to build a picture of juvenile firesetting in your community. This will become your most important awareness product. It's real, it's data driven, it paints a clear picture of the issues.

- Set time frames for accomplishing your goals
- This is a dynamic, ongoing process
- Seek help from experienced coalitions
- Review overall principles of coalition building
- Review how to sustain a coalition

National Association of State Fire Marshals
Juvenile Firesetting Intervention & Prevention Project
COALITION BUILDING PROGRAM

Recommended Funding Sources

1. Local County Youth Bureaus
2. Rotary Clubs
3. Elks Clubs
4. United Way
5. FireAct Grant, Literacy Programs, Philanthropy Website Listing Resources
6. Local Unions, Fire, Police, Teachers, etc.
7. WalMart, other local vendors
8. Grant from County from Annual Payments to County from Tobacco Companies
9. Insurance Companies, Local Banks, Financial Institutions
10. Rotary Club, Lion's Club, Moose Lodge
11. Shriner's
12. Ronald McDonald Charities
13. NYS Funding
14. State Office of Mental Health
15. State Office of Children and Family Services
16. Safe Schools Grants
17. County Youth Bureau
18. County Legislature (if County Program)
19. Insurance Companies
20. Banking Community
21. Fire Depts/Police Benevolent Associations
22. Foundation Grants
23. Businesses Affected by Fire in the Past
24. Private Companies Within County
25. Bell Jar/Local Organizations
26. Personal Donations
27. First Responder Institute (www.FirstResponder.org)

NASFM JFIP Coalition Building Program – Fireproof Children 2004

APPENDIX F

Memorandum of Understanding
between
The Duluth Fire Department
Saint Louis County Social Services, Arrowhead Regional Corrections, Duluth
Police Department, Saint Louis, & Carlton County Sheriff's Department,
Saint Louis County Attorneys Office,
Cloquet Police Department, Northwood Children's Services
Human Development Center
All Schools in St Louis and Carlton Counties
Marshall School, Fond du Lac Reservation, Carlton County Courthouse

Introduction

Purpose

This Memo of Understanding (MOU) is between the Duluth Fire Department and the above agencies for the following purposes:

a. Develop a uniform process for all agencies to report juvenile set fires.
b. Enhance communication and coordination between agencies.
c. Clarify the procedures for reporting juvenile firesetting.
d. Establish follow up procedures for referrals.

Objective

To identify juvenile firesetters, and to provide educational intervention to youth and their families; thus reducing the incidence of injury, death and property loss due to juvenile set fires. Specifically, any child identified as setting a fire or involved with other juveniles in firesetting, or any youth caught pulling fire alarms (false calls) will be referred to the Duluth Fire Department, which is the lead agency, for the Fire Intervention Referral Safety Team (FIRST). It is the intent of this MOU to be inclusive to all other agencies having interest and responsibilities in identifying juvenile firesetters, assuring they are referred to the correct agencies to receive the education they need to reduce the amount of recidivism, and prevent a tragedy.

Responsibilities

a. International Fire Code 2000 401.3 requires the owner/occupant to report all fires on a property. In addition Minnesota Statute Section 299F.059 states false calls that in schools must be reported.
b. The geographic area covered by this program includes St. Louis County, Carlton County, and North Shore Community School.
c. Individuals reporting an incident shall provide information to the Duluth Fire Departments Deputy Fire Marshal within 48 hours of a firesetting event, or after receiving information of any event. Fax information to 723-3282 or e-mail to mgrondahl@ci.duluth.mn.us

The information should contain the child's full name, address, and phone number or alternate contact number, date of birth, school, parents or guardian's names, and a brief description of incident.

d. The data supplied to the Duluth Fire Department by referring parties and the participants themselves, will be recognized as protected non-public data, and will be maintained at that status.

e. The Deputy Fire Marshal shall make a follow up to referral, along with the date of the class the youth is to attend with their parent or guardian.

f. It is understood that the Fond du Lac Reservation shall participate in this program by voluntary referrals only.

Authentication

This MOU becomes effective upon the signatures of all parties. The MOU will continue in effect until any above agency dissolves the agreement.

Signatures on file

John Strongitharm
Duluth Fire Chief

Tom Roy
Arrowhead Regional Corrections
Director

Clay Odden
Saint Louis County Administrations

Roger Waller
Duluth Police Chief

Dr. James Yeager
Northwood Children's Services

Glenn Anderson
Human Development Center

Julio Almanza
Duluth Independent School District 709

Fred Majeski
Hermantown School District

Hon. Dale Wolf
Carlton County Courthouse

Alan Mitchell
Saint Louis County Attorney Office

Marlene David
Marshall School

Cynthia Zook
Duluth Parochial Schools

Ross Litman
Saint Louis County Sheriff

Herb Fineday
Fond du Lac Police

Duane Johnson
Cloquet Police Chief

Peter Defoe
Chairman Fond du Lac Reservation

Kevin Mangan, Sheriff
Carlton County Sheriff

APPENDIX G

Juvenile
Firesetter
Intervention Program

Starting a Local Program

SMFO's Assistance

Juvenile Firesetter
Intervention Program

The State Fire Marshal's Juvenile Firesetter Intervention Program (JFIP) was developed to assist fire departments in the establishment of community-based intervention programs. The JFIP provides information, material and technical assistance to new and existing local programs.

The SFMO and its Juvenile Firesetter Intervention Advisory Team offer a model program for local fire departments. Upon request, the SFMO will conduct workshops to train fire service personnel in the use of the model program and related topics. Topics covered by the workshops include

- program management
- identifying juvenile firesetters
- interview/evaluation tools and techniques
- educational intervention
- referrals
- relationships with juvenile justice

Workshops are conducted, free of charge, in or near the cities of fire departments wishing to establish their own juvenile firesetter intervention programs. The workshops are approved for TCFP, TCLEOSE and CSWE continuing education credit.

The SFMO also makes available a JFIP database software program that it developed as a tool for local intervention programs and to enable the statewide collection of data on juvenile firesetting and fireplay.

A JUVENILE FIRESETTER INTERVENTION PROGRAM PLAYS an important role in the community. For more information about juvenile firesetting or to request a workshop in your community, contact

**State Fire Marshal's Office
Juvenile Firesetter Intervention**
P.O. Box 149221 (Mail Code 112-FM)
Austin, Texas 78714-9221
512-305-7940
Fax: **512-305-7359**
E-mail: **fire.marshal@tdi.state.tx.us** *or*
jfip@tdi.state.tx.us
Web site: **http://www.tdi.state.tx.us**

Other SFMO services

- Fire/Arson Investigations
- Arson Hotline **1-877-4FIRE45**
  (1-877-434-7354)
- Canine Teams
- Forensic Arson Laboratory
- Mobile Response Unit
- Fire Industry Licensing (fire alarm, extinguisher, sprinkler and fireworks)
- Fire Industry Investigations
- Engineering Assistance (fire alarm and sprinkler plans)
- Fire Safety Inspections
- Public Protection Classification (PPC) Oversight
- Fire Safety House
- School Curriculum Guides
- Texas Fire Incident Reporting System (TEXFIRS)
- **FireLines** newsletter and *Fires In Texas* publications
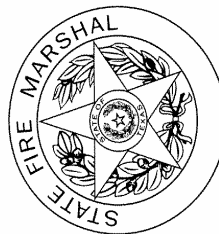
fm002.0801

Child Fireplay and Firesetting

A fire is reported every 3½ hours in Texas as a result of children playing with fire, matches, or other fire starter tools. Annually these child-set fires result in more than

- 138 injuries
- 8 deaths
- $9 million in property loss
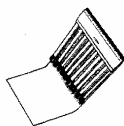
Juvenile Arson

Of all the FBI index crimes (the most serious felonies), arson has one of the highest rates of juvenile involvement. Of those arrested, more than 50 percent are age 17 and under. More than 500 juveniles are arrested for arson annually in Texas. These juveniles are responsible for more than $6 million in property loss.

Understanding the Problem

Fire interest in children is almost universal. Children of all ages are involved in firesetting behavior. Although curiosity about fire is natural, setting fires is not. Children who set fires may have one or more of the following characteristics

- have little fire knowledge
- are curious
- are impulsive
- are nonverbal/performance learners

- are mischievous and oppositional
- have learning disabilities
- have been physically or sexually abused
- are anxious and traumatized
- are socially awkward and isolated
- are sad and depressed
- find it hard to communicate with words
- are angry and hostile
- feel rejected and abandoned
- are thrill seeking
- are violent and aggressive
- have a serious mental illness*

Researchers have identified four general categories of juvenile firesetting behavior.

Curiosity Firesetters

- generally 3 to 7 years old
- mostly boys (90 percent)
- lack fire safety knowledge
- may be hyperactive and impulsive
- learn by touching, experimenting and manipulating

Crisis Firesetters

- use fire to express or seek relief from anger, feelings of helplessness, sadness and confusion related to stress or major changes in their life
- are commonly 6 to 12 years old
- will continue to set fires until needs are met
- may set fires that are symbolic of the crisis

Delinquent Firesetters

- 10 to 17 years of age
- strong peer influence
- often malicious intent
- history of school failure and behavioral problems

Psychopathological Firesetters

- protective of fires
- severely disturbed
- chronic history of academic or psychic trauma
- fires may have ritualistic and repetitive quality
- set many fires

Becoming a part of the Solution

Juvenile firesetter intervention programs are successful in reducing firesetting behavior. According to NFPA, without intervention more than 75 percent of youths who have played with or set fire will do it again.

The fire service is often the first to identify youths who have set fires. Fire service personnel are experts in fire safety. That makes the fire service the logical place for an intervention program.

Intervention programs within the fire service

- evaluate juveniles and their families to identify needs and determine risks for future firesetting,
- provide appropriate fire safety education, and
- help juveniles and their families meet other needs (counseling, social services, etc.) by referring them to other resources within the community.

* From *Drawn To The Flame: Assessment And Treatment of Juvenile Firesetting Behavior*, Robert F. Stadolnik, EdD (2000)

APPENDIX H

Phoenix Fire Department

YOUTH FIRESETTER

Urban Survival
Life Safety Program

Intervention Program

Each year in the United States, millions of dollars of property are lost and hundreds of deaths are caused by youth set fires.

According to the National Safe Kids Campaign

● Child curiosity fires are the leading cause of residential fire-related death and injury among children ages 9 and under.

● Fire and burns remain the third leading cause of unintentional injury-related death among children ages 14 and under.

According to the Phoenix Fire Department Youth Firesetter Intervention Program, in one year

● Over 2.1 million dollars of property loss was the result of youth set fires.

● Sixty-three percent of all arson arrests were juveniles.

What is a youth firesetter and why do they set fires?

A youth firesetter is a child under the age of 18, who accidentally or purposely starts a fire.

Children start fires for many reasons

● Curiosity / Experimentation
● Imitating behavior
● Peer pressure
● Due to crisis
● Anger/revenge
● During illegal activity

Whatever the reason, there is help through the Phoenix Fire Department's Youth Firesetter Intervention Program.

This program offers free educational classes, parent/caregiver groups and counseling services.

Educational Classes are offered one Saturday and one Thursday night a month. The classes include fire safety, fire danger, consequences, choices, and arson laws.
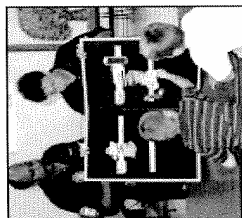
A Parent/Caregiver Group meets during the educational classes. The discussion topics include fire safety, parenting tips, Arizona Arson and Fireworks Laws.

Counseling Services are available free to City of Phoenix families. The families are referred to certified or licensed mental health providers, with experience in firesetting behaviors and treatments.
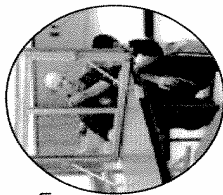
If you know a child experimenting with or setting fires, call the:

Phoenix Fire Department
Youth Firesetter Intervention Program
(602) 262-7757

Departamento de Bomberos de Phoenix

PROGRAMA de

Intervención a los incendios juveniles

Supervivencia Urbana

Programa de Seguridad para la Vida

Cada año en los Estados Unidos hay millones de dólares de pérdida de propiedad y centenares de muertes causadas por incendios iniciados por jóvenes.

De acuerdo con la Campaña de la National Safe Kids

● La curiosidad de los niños por el fuego es la principal causa de muerte o lesiones relacionadas con incendios de residencias en niños de 9 años o menores.

● Incendios y quemaduras son la tercera causa de muertes no intencionales en los niños de 14 años o menores.

De acuerdo con el Programa de Intervención a los Incendios Juveniles del Departamento de Bomberos de Phoenix en un año

● Más de 2.1 millones de dólares en pérdida a la propiedad fue el resultado de incendios juveniles.

● Sesenta y tres porciento de los arrestados por incendios intencionales fueron jóvenes.

¿Qué es un jóven iniciador de incendios y por qué provoca incendios?

Un jóven provocador de incendios es el que es menor de 18 años, y accidentalmente o intensionalmente inicia un incendio.

Los niños inician incendios por muchas razones

● Curiosidad / Experimentación
● Por imitar comportamientos
● Presión de los compañeros o amigos
● Debido a crisis
● Enojo / venganza
● Durante actividades ilegales

Cualquiera que sea la razón podrá encontrar ayuda a travéz del Programa de Intervención a los Incendios Juveniles del Departamento de Bomberos de Phoenix.

Este programa ofrece clases educacionales gratis, sesiones de padres/consejero y servicios de terapia.

Clases Educacionales son ofrecidas un Sábado al mes y un Jueves en la noche dependiendo de la edad del niño. Incluyen información sobre seguridad contra incendios, los peligros del fuego, las consecuencias de inciar incendios.
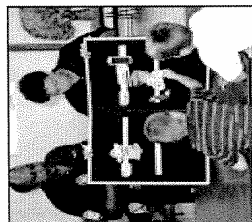
El Grupo de Padres de Familia y Consejeros se reúne durante las clases educacionales. Los temas de discusión incluyen seguridad contra incendios, consejos, Leyes de Arizona Sobre los Incendios Intencionales y Fuegos Artificiales.

Servicios de Terapia están disponibles en forma gratuita para las familias que viven en Phoenix. Las familias son referidas a un profesional con licencia a certificación en salud mental y con experiencia en los comportamientos de los jóvenes que provocan incendios y sus tratamientos.
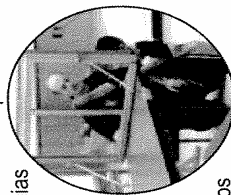
Si usted sabe de un niño/a que experimenta con fuego o le gusta hacer fuegos, llame al:

Departamento de Bomberos de Phoenix
Programa de Intervención a los
Incendiarios Juveniles

(602) 262-7757

APPENDIX I
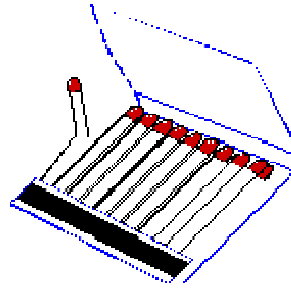
City of Harrisburg - Juvenile Firesetters Prevention Program

WHAT IS IT ALL ABOUT

A program that is free of charge. It is for known (or suspected) Juvenile Firesetters and their families. The purpose is to help the persons involved correct the behavior through education and counseling. However there may be a need to use other resources depending on the out come of an interview. There can be four determinations from the interview, Curiosity / Experimental, Trouble Firesetters, Delinquent/Criminal or Emotionally Disturbed. At which time an intervention program will be recommended, each addressing the special need for the individual. A main goal that we have is to do our very best to keep the juvenile out of the judicial system. Firefighters who interview the juvenile and their parents are trained to evaluate the child's firesetting behavior. If the fire is set because of simple curiosity or poor judgment, a recommendation may be made for a fire safety education program. These programs are highly successful in preventing firesetting because of curiosity.

HOW DOES IT WORK

The program is comprised of three components, which are coordinated by the fire department in association with a professional mental health consultant, Youth and Services and other community resources.

These components are:

a) Evaluation of a child's level of risk for fire setting and for possible cause of the behavior.
b) Fire safety educational counseling of 1-4 sessions with a trained firefighter and completion of Juvenile Firesetters educational material.
c) The referral program, which offers professional help and/or community resources for children and their family.

To refer a child:
Children may be referred by a telephone call to the Juvenile Firesetters coordinator in your area, or by filling out and sending a referral form to the coordinator. All information is privileged and confidential.

Children and their families are then evaluated and an individualized intervention program recommended. As the referral source, you may take an active role in the evaluation and recommendation process.

Fires are dangerous. More people die in fires than in hurricanes, earthquakes, floods, and all natural disasters combine. Fire setting is a very serious issue. But you can receive help.

APPENDIX J

DEVELOPING AND MANAGING YOUTH FIRESETTING INTERVENTION PROGRAMS

A Guide Developed By

**SOS FIRES:
YOUTH INTEVENTION PROGRAMS**

*Prepared
by*
**Don Porth
Niki Pereira
Lisa Garvich**

Developing and Managing
Youth Firesetting Intervention Programs

The development and maintenance of a youth firesetting intervention program can seem a daunting task. Since many programs exist, how does one choose the best model? Perhaps there is a better way to develop a program than to replicate another. An effective program must meet the individual needs of a community, making each program unique in its own way.

While intervention programs may appear very different, the contrary is actually true. Most programs, when the underlying *Foundation Components* are examined, will actually show some striking similarities.

Differently Similar

What causes one program to appear different from another is generally the result of the resources a particular community applies when addressing youth firesetting behavior. These resources fall broadly into two categories: Staffing and Funding.

Inspired individuals drive some programs. While this is admirable, it can sometimes lead to personal disappointment and professional failure when an organization doesn't support the long-term vision of the individual. At other times, organizations have a desire to implement a program but do not end up with a qualified person to manage the effort. This approach can also be prone to failure. Ideally, a formula combining both a willing individual and an organizational desire is necessary to give a program the best chance of survival. Regardless of the exact mix, a commitment to hard work over time is a key requisite.

Equally important is funding/support. While this can be configured different ways it still comes down to a dollars and cents commitment. Often times, a single organization decides to underwrite the program. This might be a fire agency, hospital, labor union, or non-profit agency. Funding can be absorbed by the agency (donated office space, staffing provisions, office hardware donated, etc.) or sought through grants and sponsorships. While no magic formula exists, it remains a critical task to maintain a program over time.

Staffing and funding are accomplished in many different ways. Behind these issues lie the key *Program Management Elements* and *Foundation Components* of a program. These are remarkably similar among the many successful programs in operation today. They differ in how they are staffed and funded, but an exploration of successful programs will find the *Program Management Elements* and *Foundation Components* solidly in place.

Program Management Elements

A successful intervention program and management support structure will include the following elements. These will be discussed more fully later in the article.

> ❖ Staff
> ❖ Budget
> ❖ Coalition Involvement
> ❖ Community Outreach
> ❖ Service Delivery

Contained within these elements will be the *Foundation Components* for intervention success. They include:

> ❖ Identification System
> ❖ Intake Process
> ❖ Interview/Screening Protocol
> ❖ Intervention Services
> ❖ Evaluation

These *Foundation Components* will be interwoven within a program. In order to see how these fit, they should first be defined.

❖ **FOUNDATION COMPONENTS**

Identification System--This is the method through which children who set fires come to the attention of a program. It might be considered a blend of marketing and salesmanship.

Identification begins with awareness on the part of those who may encounter firesetting behavior. The obvious identifiers will be the fire service, law enforcement, fire investigation, and juvenile justice. Less obvious, yet equally important include (but are not limited to) school staff (particularly behavior specialists), medical providers, mental health practitioners, child welfare workers, and parents (see Table 1.).

For the identification process to be effective there must be an understanding of the value and purpose of a program by those who might encounter the behavior. For example, a line firefighter might feel qualified to tell a child a particularly graphic story, feeling it will carry the same impact on the child as it did on him/her, yet it would be far more effective to refer the same child to a trained professional who could explore the overall dynamic of the firesetting behavior. To compel the line firefighter to take this action, he/she must first be educated about the existence and value of an intervention program along with its location and point of access.

Table 1.

Disciplines Invested In
Firesetting
Intervention

Fire Service
Law Enforcement
Fire Investigation
Juvenile Justice
Child Welfare
Mental Health
School Staff
Medical Professionals
Parents
Parenting Groups
Related Non-Profits
Others

Intake Process--Once a child is identified, a formal process must exist to initiate their involvement in an intervention program. It should be able to be initiated from any of the disciplines listed in Table 1.

A comprehensive intake process is imperative to reduce the service gaps that make it possible for a child/family to lose continuity with the services or withdraw when it might not be in the best interests of the child/family. The process must begin with the gathering and tracking of information about the child and family.

Tracking the case information on children involved in firesetting behaviors is very important. It can provide a wealth of clues into the motivations that drive the behavior. It can also help map the past, current, and future intervention services.

Recidivism, or repeat behavior is a reality. It is an important measure of effectiveness as well as a clue that prior intervention (if it occurred) was ineffective. Without knowledge that a child has participated in a program in the past, it would be very easy to repeat the same intervention that was ineffective after the initial firesetting episode. This reason alone should be enough to encourage a comprehensive tracking process that beings at intake. Confidentiality is another issue that comes to mind here. It, and documentation, will be discussed later in the article when addressing coalition practices.

Interview/Screening Protocol--An interview or screening protocol is the central feature of the hands-on intervention service. More than anything it serves as a communication device to allow each level of intervention to benefit from the information gathered at each point of service. Each level of intervention will have an opportunity to gather information from a different perspective. When shared, a much more comprehensive story can be told about the firesetting behavior as well as the child and family dynamics.

Numerous screening instruments have been developed over the past two decades. Each has its strengths and weaknesses. To point to one that would be considered best would spark an endless debate, a debate with little relevance. If one subscribes to the theory that the screening instrument is, in fact, a communication device, then the best choice is the one that the coalition of professionals finds to be of greatest assistance in gathering and sharing information from one discipline to the next. In other words, the selection criteria for the best screening instrument should be developed and determined by the user group of the tool (more on coalition building to come).

A screening protocol should consist of a general method for the intervention process to follow. This is often framed by an interview or screening tool, which guides the interventionist through the interview. Questions are designed to explore different facets of the behavioral profile and record those for later review, and if necessary, communicate key issues or concerns to other professionals who might join in on the case. It can also serve as a permanent record of the information gathered. (see Appendix C)

Intervention Services--Intervention Services are provided by the various disciplines that may be required to meet the needs of a child/family. These can take many forms

but are intended to carry the initial intervention through to a safe and productive conclusion for the child.

The coalition team will be made up of people representing agencies such as those listed in Table 1. This team should establish a familiarity with one another in advance of the times when intervention services are needed. This might take the form of a formal coalition or an informal professional affiliation. In either case, this pre-established familiarity will greatly aid the process of assisting children when time becomes a critical issue.

When the interventionist performs the initial screening interview, some clues to the extended needs of the child and family may become evident. In most cases, the need for education is paramount. This is often more acute for the parents/caregivers than it is for the child.

Intervention services that might be necessary are as varied as the children a program will see. They might include, but should not be limited to the following:

- ❖ Mental Health Evaluation
- ❖ Medical Evaluation
- ❖ Juvenile Justice Intervention
- ❖ Child Welfare Intervention
- ❖ Parent Training
- ❖ Behavioral Screenings
- ❖ Learning Evaluation (through Schools)
- ❖ Others

It should come as no surprise how closely this list matches the disciplines identified in Table 1. Those who are in a position to discover firesetting behavior in children are very often well positioned to provide intervention services. This can help create the full circle effect that an intervention program should strive to achieve (see Appendix B).

EDUCATION (as an Intervention Service)--A solid program should have a well-developed and comprehensive educational component as a first line of intervention service. While a certain percentage of children will certainly need services beyond education, nearly every child/family will benefit from a better understanding of the dangers and appropriate uses of fire.

Education is our primary intervention service. However, it is not a simple task that should be carried out without the same professional preparation and comprehensive consideration as every other intervention service.

Children who are experiencing behavioral problems, whether due to neurological complications or environmental issues, are bigger risk-takers. Using fire inappropriately is often just one behavior in a cluster of other excessive risk-taking behaviors in which a child may be engaged. If a child has already been involved with mental health services or other social service provisions and they may have already

received a professional diagnosis, they may have a bigger problem than a firesetting intervention program can address with education alone. It's better to error on the side of caution. Align the family with intervention services most suited to get to the root cause before you make the decision to simply educate and walk away.

Don't assume that all children and parents know the basics about fire safety and fire survival. Some can learn to make good decisions, and some need a very structured program. A normal brain that is not fully developed or neurologically compromised may not be equipped to predict consequences. Therefore, they have to rely on the repetitive experience or education by adults to understand the dangers of firesetting behavior.

A parent's unrealistic expectation of young children is often evidenced by their explanation to the child that the child might be seriously hurt or die if they use fire. Many adults believe that just because a child can mimic their words about the reality of death it means the child understands the concept. Children do not understand the concept or the finality of death. Using such scare tactics to keep a child away from fire does not work. Proper education has less to do with intelligence and much more to do with brain development.

Humans need to be given information about the behavior you want them to perform, not information about what you don't want them to do. So keep your educational messages positive. Tell them what you want them to do. Teach with expectations, not warnings.

When embarking on an education curriculum specific to a child/family and the associated firesetting incident, determine the key issues and deliver the appropriate message to clear up the thinking errors. Start by finding out what the child does not know about fire and fire safety. Fill those gaps. The most important student however, may be the parents. They may not consider fire to be a dangerous tool. They may be minimizing the danger. In which case, they may need to set up the same kind of rules for fire that they have for guns, sharp knives and chain saws, etc.

> *Pre-school children have only a limited understanding of cause and effect. And those that do have some notion of what it is all about are easily confused by too much or distracting information. This is crucial, because until a child can understand cause and effect, he can't recognize unsafe conditions or figure out how to correct or avoid them."*

> *Elementary school children understand that transformations that fire can make and they understand cause and effect. They have these abilities, but they don't always use them. Children at this age can't anticipate events they haven't experienced. They rely heavily on their own experience; if the haven't seen how a large fire gets going, they can't quite picture it.*

(Firefighter's Complete Juvenile Firesetter Handbook, Fireproof Children, Robert Cole, Ph.D., Lt. Robert Crandall, Jerold Bills - © 1999 Fireproof Children Company)

Brain development in adolescents is becoming more understandable! Impulsiveness, questionable decision making skills, attention problems, and the sometimes frustrating lack of initiative seem to be tied to brain development. Research is showing that the brain continues to develop in these areas well beyond age 25!

(What Makes Teens Tick? , Claudia Wallis: Time Magazine May 10, 2004)

Evaluation--A comprehensive evaluation of a program is critical in determining if it is accomplishing the purpose for which it exists. This should include factors such as recidivism (repeat behavior), customer satisfaction, and behavioral change. Assumptions should not be relied upon for these answers. Surveys of program participants will generally prove most productive. They should be performed at various intervals post-interview. The proper interval is debatable, but many programs choose 6 months, 1 year, and 2 years.

A capable data system should also be able to identify when a name referred to a program repeats itself. Computer software can be programmed to alert when such a situation presents. However, an alphabetical filing system can be just as effective when properly used.

❖ **PROGRAM MANAGEMENT ELEMENTS**

Now that an understanding of the critical foundation elements of an intervention program are understood, it's time to explore the management elements that are necessary to support an intervention program. These are what differentiate a comprehensive, professional program from an effort that is destined to struggle. As was mentioned earlier, there is no right or wrong way to develop these support elements. They will represent the character of the community and the coalition agencies that make up the effort. The right program design is the one that most effectively serves the community. By addressing the key program management elements and the foundation components of intervention success, a program will stand a high chance for long-term success.

Foundation Elements
• Identification System
• Intake Process
• Interview/Screening Protocol
• Intervention Services
• Evaluation

Staffing

The staff necessary to administer a youth firesetting intervention program is very important. There are various aspects to staffing that must be understood and addressed to maintain program quality.

Client Management is a common yet highly overlooked aspect of a program. Every child referred to a program should be formalized through the establishment of a file or case. This creates a permanent record that documents the child/family participation (or lack thereof). The Client Manager will establish the initial file, gather basic

information about the family, and see that it reaches the next step in the intervention process.

The Client Manager should be the one person who is the common denominator to all cases. The Client Manager may act on behalf of numerous agencies feeding into one core program (e.g. a county-based program where numerous agencies direct referrals to a central point) or each agency may employ an individual Client Manager, while all cases are then fed into a larger program (e.g. a county-based program where numerous agencies provide front line intervention then feed cases into a collective, coordinated set of intervention services). In yet other cases, a program can stand alone in its approach to intervention through the employment of an individual with a wide range of skills. In any case, the Client Manager remains the critical contact for each and every child participating in the program.

Training is a very important aspect of a program, regardless of the professional discipline. Each individual discipline within the coalition should be assigned a recommended standard of training. These skill-based training goals should endeavor to build a team that can easily transition each case from intake to final disposition.

The front-line interventionist should be trained in interpersonal skills. Rapport building is a critical first step when attempting to engage any family in services. They should understand children well enough to interact with all age ranges and be able to effectively communicate with adults. Another key element of training is the effective use of the chosen interview/screening tool. To understand the use and meaning of the entire tool is paramount in the tool's effectiveness as a communication device. Of course, this goes hand in hand with the same need for understanding among other coalition members that will work with the same interview tool.

Professionals outside of the fire service should receive training on the role of the fire service in child-set fires. Since each fire agency may handle cases in their own way, it is important that this be tailored to the individual coalition.

Ideally, training should include a formal presentation to the coalition from a representative in each professional discipline (refer to the section on "Intervention Services"). Each should explain their role and capabilities for addressing youth firesetting behaviors.

Once a working knowledge of coalition services is understood, coalition members may want to seek an outside perspective on the topic. This can include training opportunities that they arrange for their specific purposes or traveling to conferences and seminars to broaden their perspective and introduce them to other programs, ideas, and individuals.

Intake--The intake process is not only an important Foundation Component, but also a very key staff assignment. The person who performs the actual intake function must be knowledgeable in the program, able to articulate its purpose and benefit to the client and be able to initiate action on behalf of the child and family.

The intake specialist may be the person who performs the initial intervention service or serve the organization in some other staff capacity. For the overall benefit of a program, a phone number that can be readily available to the public, coalition members, and be routinely staffed is ideal.

Interview/Screening Services--The actual interview/screening protocol described within the foundation elements is the heart and soul of the program. Individuals who will perform these services must possess an aptitude for the process and receive effective training in the use of the interview/screening tool. For these screening services to be most effective, training and experience are critical.

Experience comes with time. However, most mental health professionals can offer a wealth of experience from their line of work. They can be tapped for mentoring of new screeners until a nucleus of experience is established.

Evaluation--While program evaluation is important (as discussed within the "foundation components"), so is staff evaluation. Anyone providing direct services to clients should be part of this evaluation process. Those who have the clearest picture of the services provided would be those served by the program. Follow-up phone and/or mail surveys about client satisfaction can go a long way in determining the quality of service delivered. Don't expect these to all be perfect, but a well-designed survey can identify screeners or other service providers who may need additional training or who are ill suited for the task.

Budget

Financial realities can play a key role in the development and survival of a program. But hard dollars may not be the only answer. To consider the shared expenses from in-kind or subsidized services can effectively fill many program needs.

Program Development--Financial needs can be significant when a program begins. Training costs may be most important. The base of expertise in the coalition will meet many of the training needs and will weigh heavily on the initial costs.

The cost effectiveness of training should be considered. Sometimes the best training can be brought to the coalition members, at a cost. Sometimes coalition members must travel to the source of training. Factors such as time, distance, and the number of individuals needing the training should be considered when evaluating cost.

Office space is another financial issue to be considered. Many programs find this resource within participating coalition membership. A coalition member can sometimes offset costs through the donation of phone service, computers, and other in-kind office-related contributions.

As always, grants and other donations present financial opportunities to start a program. Having the mechanism to receive funds in this manner is an important program development step. Some have found success in creating a non-profit affiliate while others have piggybacked onto an existing organization.

Program Maintenance--The maintenance of an intervention program is perhaps, the most challenging aspect of all. It can be easy to find staff and dollars during the initial stages when a tragedy or political agenda push a program into existence. Over time, as the individuals who have championed the initial effort move on to other assignments or to retirement, the challenge of maintaining a program grows.

Continued attention must be given to maintaining interest in program involvement. In many areas, coalition members often carry heavy workloads, making additional involvement in another effort difficult. Meetings should be set up with a meaningful purpose and consideration should be given to on-line meetings and phone conferencing to accomplish the needs of a program. Time is money and all agencies involved will feel the pinch if the time dedicated to this effort is anything less than efficient.

Grant funding for a well established and functionally effective program can be much easier than it is for new programs or those not able to show positive results. By developing a solid business plan containing an evaluation component and demonstrates a subsequent benefit to the community, donated funds through grants or related businesses (insurance, safety advocates, safety coalitions, etc.) will be much more easily secured.

Finally, participating organizations should be able to contribute financially to a coalition. Whether as dues, membership fees, or however it is termed, a small amount of money from numerous organizations can go a long way in both maintaining a program and creating a stronger base of support that is reinforced by the financial commitment created through such plans.

Program Materials--Program materials (brochure, videos, computers, etc.) can often be the easiest elements to fund. For one thing, they are very concrete. A needed video can be shown and a statement can be made for its value in developing and maintaining a program. The financial outlay is often of a size that can be achieved by local businesses, service clubs, or agencies that want to help out.

Brochures, posters, and other printed elements can carry the name of a sponsor who wishes to reach the same client base as your program. This might include the insurance industry, local retailers, or even social programs in the community.

As technology evolves, many businesses look for good causes through which to donate things like computers, cell phones, and other devices where technology often outpaces the lifespan of the device. Search around for opportunities. In some cases, these relationships may blossom into other financial opportunities.

Coalition Involvement (see Appendix A)

Purpose--A coalition is the foundation of a sound program. The extent to which the coalition needs to be developed will depend on the needs of a particular effort. Therefore, no blueprint is offered here. However, it is safe to say that all of those agencies listed in Table 1 should be considered.

Leadership--The leader of the coalition should be based on who can best manage a team effort. There are many roles involved in a youth firesetting intervention effort. Each requires a unique skill set and the coalition should endeavor to let individuals participate in a way that plays to their personal and professional strengths. Leadership should include the elements of time and communication as primary considerations. Depending on the make-up of the program, the leadership role may be less about the provision of intervention services and more about the business aspects of maintaining a coalition. Therefore, be creative in the selection of a leader, considering the bigger picture of need.

Participation--Participation can mean different things to different individuals/organizations. Questions that should be asked are how often will face-to-face meetings be needed and how much participation will be needed to maintain the coalition's mission.

A significant goal of coalition participation should be getting to know the role other agencies play in the youth firesetting intervention process. This can be accomplished by meeting regularly, having lunch gatherings that rotate from agency to agency, or through on-line meetings and communication. The options are only limited by the thinking of the coalition membership.

Remember, the key to participation is having a program that meets the needs of the community and fits the time and resource profiles of the participating members.

Cooperative Agreements--Participation in coalitions is sometimes influenced by the changing tides of the individual's home organization. As other issues become a priority, time available to participate in a coalition can evaporate. This is most often driven by the lack of appreciation of the coalition process. To overcome this, many programs ask participants to enter into agreements of participation. This can be a simple or complex agreement, but is designed to get the commitment of an organization to join in, support, or lend resources to an effort.

Operational Procedures--Because a coalition can bring together numerous organizations that fit into the intervention process in many different ways, a good tool to ensure a clear understanding of the process is an operational procedure. This should be developed by the coalition to illustrate a clear path through which cases will travel through the system. In particular, it should identify the problem areas that may not occur often (see Appendix A).

Legal Considerations--Legal considerations are always difficult to address. Not only do laws vary from state-to-state, county-to-county, and city-to-city, but also interagency issues for coalition activities are subject to the unique nature of each coalition format.

All laws aside, it is best to develop a list of concerns and share them with the legal authorities of each coalition participant for review. Some of the key considerations might include:

- Confidentiality
- Certification (Qualifications) of Interventionists
- Meeting with Clients
  - Location
  - Interviewing alone or in teams
- Interview/Screening Forms
- Sharing of information between agencies
- Reporting/documenting criminal activity
- Handling of complaints

Community Outreach (Identification)

The identification of youth firesetting behavior was discussed early on and potential identifying agencies were listed in Table 1. Community outreach is necessary to educate those individuals both inside the participating coalition agencies and outside, to the general public.

Internal--Outreach to coalition agencies is critical to enable each agency to access the program effectively. This is not an easy task when agencies are numerous and turnover is frequent. Some issues were previously discussed in the section on training. This effort will rely heavily on the inside knowledge of each agencies ability to identify the most effective path to use to retrieve needed information. Some of the key individuals might be firefighters, police officers, phone receptionists, caseworkers, court counselors, and mental health practitioners. Procedural manuals and similar documents serve as an excellent way to get the word out. Of course, all levels of an organization should be familiar with the value a youth firesetting intervention program brings them but those in direct contact with the kids and families are the most important ambassadors to the program.

External--Outside of the coalition agencies are typically the community members at-large. This is a difficult audience to reach, particularly if they have yet to experience a child with a firesetting issue. This is where outreach to natural first points of contact become critical. The difference between the literature for internal versus external is that the external audiences need to be convinced to participate. Posters, brochures, and other enticements need to be developed with this thought in mind.

Service Delivery (Intervention Strategies)

The service delivery of intervention services needed to see a child/family through to a useful intervention conclusion are very important. The entire effort starts during intake and continues through all levels of intervention.

Documentation--The importance of documentation cannot be overstated. While some believe it should end with the blanks filled out on an interview/screening tool, much more is recommended. A narrative should be put together to accompany every intervention. It is the only way to recall the details of the interview.

Most professionals who will interact with youth firesetting behavior are familiar with proper documentation. Firefighters, law enforcement, social service, medical, mental health, court officials, and school personnel are all familiar with thorough and appropriate documentation. There are many guides and formats that may be used. It is not the intent of this article to select one over another. However, the fundamental question that should be posed when discussing documentation is "If this case is reopened one year from today, what information will be needed to understand this case and the intervention provided?" If the documentation can address that question, it is likely thorough enough for the case.

Aside from the moral and procedural obligations to accurately report the case facts in writing, it should always be kept in mind that all records are subject to scrutiny by the juvenile justice system. It would be unfortunate, at best, to lose an opportunity to effectively intervene in the dangerous behaviors of a child because poor notes or a hazy account of a case prevented the accurate communication of the events in question. For reasons of protocol, the agency's legal authority should be consulted to determine the extent to which documentation should take place.

<u>NOTES</u>

SUMMARY

To summarize what has been presented in this article, consider the following.

- Programs are different in their surface appearance due to the local resources of staffing and funding
- Successful programs feature the common Foundation Components of:
    - Identification System
    - Intake Process
    - Interview/Screening Protocol
    - Intervention Services
    - Evaluation
- Consideration should be given to the following Program Management Elements to ensure the business success of a coalition and subsequent program:
    - Staff
    - Budget
    - Coalition Involvement
    - Community Outreach
    - Service Delivery
- The professional disciplines that may encounter youth firesetting behavior are the same professional agencies that should be considered for a coalition.
- To begin a program, consider the following steps:
    - Perform a problem assessment of the youth firesetting issue in your service area.
    - Develop a coalition of interested and necessary professional agencies.
    - Explore various program designs to determine which configuration is best for the staffing and funding resources available to your community.
    - Develop a business plan for the coalition and the program to increase the odds for sustainability.
    - Establish and follow an evaluation program designed to measure program effectiveness.

Program Management Elements	Foundation Elements
- Staff - Budget - Coalition Involvement - Community Outreach - Service Delivery	- Identification System - Intake Process - Interview/Screening Protocol - Intervention Services - Evaluation

APPENDIX A
Coalition Building for Youth Firesetting Intervention Programs

<u>What is a coalition?</u>
A coalition is an alliance of individuals and/or organizations working together to achieve a common purpose.

<u>Why are they important?</u>
- Addresses a community-based problem.
- Builds support at every level
- Increases overall awareness
- Utilizes the members collective resources and expertise
- Spreads out the work load
- Broadens funding opportunities and needed resources
- Increases the overall success and effectiveness of the program

<u>Successful strategies for building your coalition!</u>
- Define and document the needs of the program

- Determine who/what (individuals/agencies) can help meet the program needs

- Who in the community is doing similar work with the target audience?
    o Learn about their processes, abilities and limitations
    o How can the Youth Firesetting program work <u>with</u> them?
    o What are the benefits to them for participating?

- Determine which agency or individual will take a leadership position in the coalition.

- Establish a good means of communication with every coalition member.

- Develop a mission statement that explains what the coalition stands for, why it exists and how it plans to address the issue of youth firesetting.

- Define a process, or operating principals that will work for every member of the coalition and assist in completing tasks.

- Schedule regular & timely meetings
    o Maintain a good working agenda.
    o Value every team member's time (start and end on time).
    o Recognize achievements and successes no matter how big or small.
    o Establish achievable goals.
    o Encourage new ideas from every member.
    o Assign tasks and action plans with established deadlines.

- Develop strategies for maintaining momentum

APPENDIX B
TYPICAL YOUTH FIRESETTING INTERVENTION PROCESS


```
                    YOUTH-SET FIRE                    Identification

                                                         Intake

                     Client Manager                    Interview
                                                       Screening

         Criminal      Complex      Simple

   No Contact                                  EDUCATION
                          Education            Intervention

                              INTERVENTION SERVICES

            Intervention      Criminal        Parental
            Services          Medical         Social Services
                              Behavioral      Other

      Continued Behavior    Refusal/Denial
                            No Show

                                               Client Manager
           ?                                 Complete?/Further Services?

        ──────  Normal Path
        ══════  Back Flow          Case Complete
        ┈┈┈┈┈┈  Optional Path      Schedule Follow-Up      Evaluation
                                   or Case Review          Follow-Up
                                   (Evaluation)
```

APPENDIX C
The Firesetting Intervention Triangle

Family

Child

Firesetting
Behavior
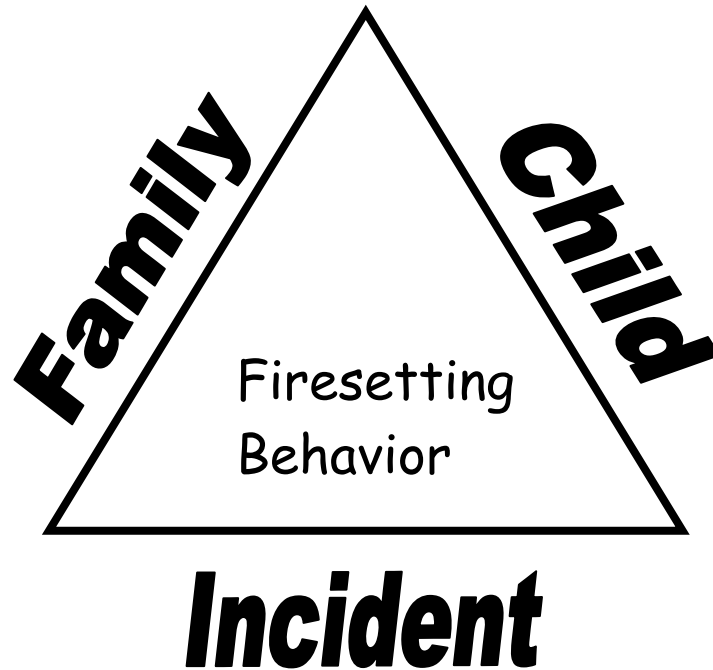
Incident

An effective intervention will consider the three perspectives, which influence the firesetting behavior. These include:

- Family Circumstances
- Child Circumstances
- Fire Incident

Each perspective should be consistent with the others. What the parent tells the interventionist should be similar to what the child tells the interventionist. Both of those viewpoints should be supported by the objective information about the incident (e.g. fire reports when available).

When these perspectives do not mesh, the interventionist should carefully review each aspect and consider a more in-depth exploration of the case.

APPENDIX K

OPERATIONAL GUIDELINE
(Template)
Juvenile Firesetting Intervention Program

I.   **INTRODUCTION**

This Operational Guideline outlines consistent procedures when addressing the behavior of firesetting among Juvenile (ages 1 through 17). The responsibility to carry out this order rests with any member of the organization who may encounter a juvenile with firesetting behaviors.

II.   **DEFINITIONS**

Juvenile Firesetting: Juvenile (age 1 through 17) who have been engaged in the unsanctioned and/or unsupervised use of fire. The firesetting behavior does not have to result in damage, injury, or death nor does a crime have to be committed. The behavior does not necessarily denote mental illness.

Juvenile Firesetting Intervention Program: The program is made up of five components, which provide a continuum of service for Juvenile who come to the attention of the agency for firesetting behaviors.

Mission Statement for the Program: "The mission of the Juvenile Firesetting Intervention Program is to identify the firesetting behavior of children who have been referred to the Program for the unsanctioned and/or unsupervised use of fire, determine the motivation for the firesetting behavior, and provide appropriate education and/or referral for such children/families."

County Firesetting Intervention Networks: A local, county-based network of professionals who address juvenile firesetting behavior intervention within the community. The professional disciplines represented might include: Fire Service; Law Enforcement; Mental Health; Juvenile Justice; Child Welfare; State Human Services; Medical; Insurance; and others.

III. **PROGRAM FUNCTION**

The program is made up of six basic components. These are Identification, Intake, Education, Interview/Screening, Intervention Services, and Evaluation/Follow-up.

IDENTIFICATION: Juveniles are identified and referred to the program by a variety of sources. The majority might come from Fire Department personnel. Fire Department Officers who have responded to a fire or Fire Department Investigators who have investigated a fire are often the first to identify a child as being responsible. When this determination is made, a referral to the Program must be initiated.

All fire companies are provided a form that is carried on fire apparatus or can be found electronically. Standing orders require officers to fill out this form and forward it to the Juvenile Firesetting Intervention Program Manager when a juvenile is found to be the cause of a fire.

Once completed, the form is forwarded to the Program manager, either on paper or electronically.   This initiates a case file and sends a form letter to the family along with a brochure describing the Program. A copy of the letter, the intake worksheet, and the fire report are then retained in a file until the child/family have completed the Program.

The same form can also be used when families stop into a fire station or department facility and self-refer to the Program. In these cases, it is also forwarded to the Program manager either on paper or by e-mail, or the information can be left on the Program Manager's voice mail. It is important to note that the Program is not equipped to take immediate action in response to these referrals. A goal has been set to contact each family within 48 hours of receipt or initiation of a referral.

INTAKE: The first step in establishing the file is to question the adult caregiver (the person who is the legal and custodial caregiver of the child) to gather the details of the incident and the demographic information. This is generally done over the phone and can take from ten to thirty minutes.

After the phone discussion with the family, a ninety-minute interview is usually scheduled or the family is referred to a trained firefighter in a fire company. This will be confirmed by the mailing of a packet of information to the family. This packet includes a confirmation of the appointment time and date, a map showing the address and location of the appointment site, a brochure describing the Juvenile Firesetting Intervention Program, a smoke alarm brochure, and some handouts describing fire survival skills and child behavioral tips.

A narrative is also filled out for each child. Along with the other information that will be collected, this form offers a descriptive account of the contacts and scheduling with the family. The value is often shown when a family refuses to participate and is referred back to the Program again at a later date. The prior refusal is now documented and a paper trail is established.

EDUCATION: This is perhaps the most critical part of the Juvenile Firesetting Intervention Program. When children have had an experience with fire, it is crucial that they gain an understanding of why their behavior was inappropriate. This involves pointing out their mistakes and identifying appropriate corrective action.

Many times, the parent may think they have offered direction to their child. The reality is that most have not. Parents visiting the program have usually attempted to educate their children about proper fire use by applying one or more of the following approaches:

- Instilling fear in the child
- Punitive measures only
- Ignoring the problem, fearing ideas will be put into the child's head
- Explaining unrealistic outcomes of firesetting behavior (e.g. if you play with fire, you will be killed; you will go to jail; etc.)

Rarely do parents, whose children experience problems with fire, give a detailed explanation of how and when fire should be used. This should be no surprise since many adults know little more than their children do about the realities of fire.

The Program provides fire safety education as an integral part of the interview/screening process. The interventionist begins the educational process during the intake interview with the family. Individual families meet with a trained interventionist for approximately ninety minutes.

The Program manager participates in an extensive training program to understand juvenile firesetting behaviors and systems approaches to solutions. He/she also becomes familiar with community organizations that can assist in the intervention process when educational intervention does not provide sufficient motivation to discourage future behavior.

A pool of trained interventionists may also perform interviews. These team members may work in the Emergency Operations Division of the Fire Department and will invite the families into their fire station during working hours. These individuals undergo 8 hours of specialized training before working with families. **It should be noted that ONLY trained individuals working under the supervision of the Juvenile Firesetting Intervention Program Manager will provide this service to citizens. Any other employee encountering this behavior will refer these Juvenile in accordance with this guideline.**

The parents are an important part of the educational process. If a parent cannot accompany the child to the interview, the interview will not be performed. Exceptions to mandatory parental attendance will be made in the case of children who are in the custody of the State and whose caseworker feels education will be beneficial to their future placement in a foster home or residential facility.

At the conclusion of the interview, the interviewer may assign some fire safety related responsibility to the child. If necessary, another meeting is scheduled to continue education.

INTERVIEW/SCREENING: In conjunction with education, a formal interview/screening process is also conducted. It forms the foundation for the intervention. This process is intended to help the interventionist determine the motivation behind the firesetting behavior and determine the ultimate needs of the child/family.

Three types of assessment forms are used:

- Parent Interview Form
- Juvenile Interview Form
- Parent Checklist

The goal of the intervention is to determine the child's needs in response to the inappropriate fire use. For children whose behavior seems to stem from thinking errors or lack of information about fire outcomes, education is the most appropriate intervention. When the behavior seems to result from stress, crisis, or dysfunction in the child's life, the required intervention services needed may extend to other service providers.

For children in need of extended services, the Program will assist the family in finding a program or agency best suited to the family's needs. This may range from in-patient hospitalization for the child, to family counseling. Parenting classes may be another recommended intervention service. The program has established a list of intervention strategies to facilitate services to families.

Families will sometimes refuse to participate in the Program. The most common reason is denial, on the part of the family, that their child was involved in the firesetting activity. Some parents also claim that the incident was isolated and the discipline provided by the family will remedy the situation. Regardless of the reason, all children brought to the attention of the Program must be referred through the identified channels. The Program manager may have benefit of information about the family that the family does not disclose initially. **Making a referral does not mean that negative actions or consequences will be directed toward the child and/or family.** The service is designed to aid the family in obtaining solutions to the firesetting behaviors.

INTERVENTION STRATEGIES: Intervention Strategies include the services provided after the Interview/Screening process. While education would be considered another intervention strategy, it is typically the service best provided by trained fire service educators. The others, listed below, are typical of those found in the community at-large:

- mental health professional
- child protective services
- school counselor
- in-patient hospitalization
- physician for medical evaluation
- parenting classes (for parents)
- Attention Deficit/Hyperactivity Disorder (ADHD) screening
- Juvenile Justice authorities
- Attorneys

Once a referral is made, the Juvenile Firesetting Intervention Program becomes a resource to the service provider who is working with the child and family over the long term. The Program cooperates with, and encourages this approach.

EVALUATION/FOLLOW-UP: Follow-up and evaluation is probably the most important aspect of the Juvenile Firesetting Intervention Program. It is the compass that guides the Program. Program evaluation cannot only come from within. The individuals receiving the service must be allowed input as well. The success of the clients, not the opinion of the program management, determines the success of this program.

The Program employs a comprehensive follow-up component that not only questions recidivism, but also critiques its content and delivery. The program also concludes by delivering the mandatory fire reporting information to the appropriate authorities.

III. **AUTHORITY**

The authority to apply legal sanctions upon children who misuse fire and to intervene in the family circumstance when child abuse is suspected or found is outlined here.

SITE APPROPRIATE STATUES HERE

NOTE: All agency employees are mandatory reporters under the above statutes.

IV. **RESPONSIBILITY**

Responsibility for the development and implementation for the Juvenile Firesetting Intervention Program rests with the Program Manager, as assigned by the agency.

Courtesy of Don Porth--SOS Fires.

APPENDIX L

CHILD ABUSE REPORTING
STATUTES-AT-A-GLANCE: REPORTING PROCEDURES
http://nccanch.acf.hhs.gov/topics/reporting/guidelines.cfm
Published: 2003

Standard Reporting Procedures
All 50 States, the District of Columbia, and the U.S. Territories have enacted statutes specifying procedures that a mandatory reporter must follow when making a report of child abuse or neglect. Mandatory reporters are individuals who are required by law to report cases of suspected child abuse or neglect[1].

In most States, the statutes require mandated reporters to make a report immediately upon gaining their knowledge or suspicion of abusive or neglectful situations.

In all jurisdictions, the initial report may be made orally to either the child protective services agency or to a law enforcement agency.

Agency Responsibility
In addition to procedures a mandatory reporter must follow, the statutes in most States also specify procedures for the response required by the agencies receiving the reports. Typically, the department or public agency that provides child protective services has the responsibility to initiate an investigation of the allegations made in the report. In approximately 8 States (Arkansas, Connecticut, Illinois, Iowa, Michigan, New Hampshire, Washington, and West Virginia), cases of physical or sexual abuse may be investigated by a law enforcement agency. The designated agency usually is required to complete its investigation within a reasonably short period of time. Most States also require cross-reporting among professional entities. Typically, reports are shared among social services agencies, law enforcement agencies, and prosecutors' offices.

Content of Reports
Most States also specify in statute the kind of information that must be included in the report of suspected abuse or neglect. Reports typically include the name and address of the child and the child's parents or other persons responsible for the child's care, the child's age, the nature and extent of the child's injuries, and any other information relevant to the investigation.

Special Reporting Procedures

Some States also specify reporting procedures in special situations such as the suspicious death of a child and cases of drug-exposed infants. Specific reporting procedures to be followed in the event of a suspicious child death have been enacted in approximately 31 States, American Samoa, Guam, the Northern Mariana Islands, and the Virgin Islands. Typically, these statutes instruct a mandatory reporter to report a suspected child death to a medical examiner or coroner. In States that do not have specific reporting procedures for suspicious child deaths, standard child abuse reporting procedures apply. Specific reporting procedures to be followed for drug-exposed infants have been enacted in approximately 12 States and the District of Columbia. In general, these statutes make drug exposure or a positive drug test alone the basis for reporting. Standard reporting procedures apply in those States that statutorily define infant drug exposure as child abuse and neglect but have no specific reporting procedures for drug-exposed infants. To see how your State addresses this issue, visit the State Statutes Search.
http://nccanch.acf.hhs.gov/general/legal/statutes/search

The Statutes-at-a-Glance listings summarize specific sections of each State's code. While every attempt has been made to be as complete as possible, additional information on these topics may be in other sections of a State's code as well as in agency regulations, case law, and informal practices and procedures. Readers interested in interpretation of specific statutory provisions within an individual jurisdiction should consult with professionals within the State familiar with the statutes' implementation

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For more information, contact:
National Clearinghouse on Child Abuse and Neglect Information
330 C Street, SW
Washington, DC 20447
Phone: (800) 394-3366 or (703) 385-7565
Fax: (703) 385-3206
E-mail: nccanch@caliber.com

CHILD ABUSE REPORTING NUMBERS

In most cases, the toll-free numbers listed below are only accessible from within the State listed. If calling from out-of-State, use the local (toll) number listed or call Childhelp USA® for assistance. Also listed below are links to State websites, which can provide additional information.

Phone Numbers for Reporting Suspected Child Abuse/Neglect

State	Toll Free	Local Toll	TDD
Alabama		(334) 242-9500	
Alaska	(800) 478-4444		
Arizona	(888) 767-2445		
Arkansas	(800) 482-5964		
California		(916) 445-2771	
Colorado	Contact local agency or Childhelp USA® for assistance		
Connecticut	(800) 842-2288		(800) 624-5518
Delaware	(800) 292-9582	(302) 577-6550	
Dist. of Columbia	(877) 671-7233	(202) 671-7233	
Florida	(800) 962-2873		
Georgia	Contact local agency or Childhelp USA® for assistance.		
Hawaii	Contact local agency or Childhelp USA® for assistance.		
Idaho	(800) 926-2588		
Illinois	(800) 252-2873	(217) 785-4020	
Indiana	(800) 800-5556		
Iowa	(800) 362-2178	(515) 281-3240	
Kansas	(800) 922-5330	(785) 296-0044	
Kentucky	(800) 752-6200	(502) 595-4550	
Louisiana		(225) 342-6832	
Maine	(800) 452-1999	(207) 287-2983	
Maryland	(800) 332-6347		
Massachusetts	(800) 792-5200	(617) 232-4882	
Michigan	(800) 942-4357	(517) 373-3572	
Minnesota		(651) 291-0211	
Mississippi	(800) 222-8000	(601) 359-4991	
Missouri	(800) 392-3738	(573) 751-3448	
Montana	(866) 820-5437	(406) 444-5900	
Nebraska	(800) 652-1999	(402) 595-1324	
Nevada	(800) 992-5757	(775) 684-4400	
New Hampshire	(800) 894-5533	(603) 271-6556	
New Jersey	(800) 792-8610		(800) 835-5510
New Mexico	(800) 797-3260	(505) 841-6100	
New York	(800) 342-3720	(518) 474-8740	(800) 369-2437
North Carolina	Contact local agency or Childhelp USA® for assistance.		
North Dakota		(701) 328-2316	

Ohio	Contact local agency or Childhelp USA® for assistance.		
Oklahoma	(800) 522-3511		
Oregon	(800) 854-3508 x2402	(503) 378-6704	(503) 378-5414
Pennsylvania	(800) 932-0313	(717) 783-8744	
Rhode Island	(800) 742-4453		
South Carolina		(803) 898-7318	
South Dakota		(605) 773-3227	
Tennessee	(877) 237-0004		
Texas	(800) 252-5400	(512) 834-3784	After hours: (512) 832-2020
Utah	(800) 678-9399		
Vermont	(800) 649-5285	After hours: (802) 863-7533	
Virginia	(800) 552-7096	(804) 786-8536	
Washington	(866) 363-4276		
West Virginia	(800) 352-6513		
Wisconsin		(608) 266-3036	
Wyoming	Contact local agency or Childhelp USA® for assistance.		

National Clearinghouse on Child Abuse and Neglect Information, Published: 08/04

For more information or assistance with reporting, please call
Childhelp USA®, 800-4-A-CHILD (800-422-4453), or your local CPS agency.

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UNIT 4:
ADMINISTRATIVE TOOLS

OBJECTIVES

The students will:

1.   Outline the procedures that will maintain a juvenile firesetter intervention program within an effective network of community services.

2.   Discuss what records can become a legal document.

3.   Review relevant juvenile justice laws.

4.   Identify and recognize the significance of legal issues as they relate to interaction with juveniles and program operations.

5.   Identify and intervene in any immediate life-threatening situations.

6.   Identify the consequences of juvenile arson.

7.   Identify data collection elements.

8.   Integrate juvenile cases into data collection forms.

NOTE-TAKING GUIDE

NOTE-TAKING GUIDE

Slide 4-1

**UNIT 4:
ADMINISTRATIVE TOOLS**

Slide 4-1

Slide 4-2

OBJECTIVES

The students will:

- **Outline the procedures that will maintain a juvenile firesetter intervention program within an effective network of community services.**

- **Discuss what records can become a legal document.**

- **Review relevant juvenile justice laws.**

Slide 4-2

Slide 4-3

OBJECTIVES (cont'd)

- **Identify and recognize the significance of legal issues as they relate to interaction with juveniles and program operations.**
- **Identify and intervene in any immediate life-threatening situations.**
- **Identify the consequences of juvenile arson.**
- **Identify data collection elements.**
- **Integrate juvenile cases into data collection forms.**

Slide 4-3

Slide 4-4

BUDGET

- Outline estimated costs
- Line-item budget
- Grant funds
- Budget process

Slide 4-4

Slide 4-5

CATEGORIES OF COST

- Personnel salaries
- Items and procedures necessary to sustain the day-to-day operation

Slide 4-5

Slide 4-6

FUNDING

- Operations depend on resources.
- Public monies:
  – Tax dollars.
  – Contracts and grants.

Slide 4-6

Slide 4-7

FUNDING (cont'd)

- **Private monies:**
  – **Private companies.**
  – **Community organizations.**
  – **Service groups.**

Slide 4-7

Slide 4-8

FUNDING (cont'd)

- **Combine both public and private resources.**
- **Allows for a number of different organizations to lend a helping hand.**
- **Both the public and private sectors have a stake in the juvenile firesetter program.**

Slide 4-8

Slide 4-9

Activity 4.1
The Price is Right

Slide 4-9

Slide 4-10

LEGAL ISSUES

In designing a program strategy to deal with child firesetting and juvenile arson, there are legal issues to consider.

Slide 4-10

Slide 4-11

LEGAL ISSUES (cont'd)

- **Laws of confidentiality**
- **State child protective laws**
- **When to call child protective services**
- **Caregiver rights**
- **Use of consent forms**
- **Reading of juvenile Miranda**

Slide 4-11

Slide 4-12

**LEGAL TERMS--
NATIONAL FIRE PROTECTION
ASSOCIATION STANDARD 1035
DEFINITIONS**

- **Abuse**
- **Confidentiality**
- **Neglect**

Slide 4-12

Slide 4-13

CONFIDENTIALITY

- **Who has access to case records?**
- **Confidentiality of verbal communications.**
- **Protecting the confidence.**
- **Disclosure of identity.**

Slide 4-13

Slide 4-14

WHO HAS ACCESS TO CASE RECORDS?

- **Only authorized program staff.**
- **Courts, if files are subpoenaed.**
- **Outside agencies according to procedures.**
- **Parents should be consulted.**
- **Consult local district attorney.**

Slide 4-14

Slide 4-15

CONFIDENTIALITY (cont'd)

- **Build reasonable trust--confidential communications will not be disclosed unless it is in the best interest of the juveniles and their families.**
- **Disclosure will not occur without the person's knowledge.**

Slide 4-15

Slide 4-16

PROTECTING THE CONFIDENCE

- Firesetting often is an embarrassing and painful event in the lives of juveniles and their families.
- Take care when discussing firesetters and their families with anyone.

Slide 4-16

Slide 4-17

MEDIA

Responsibility of the juvenile firesetter program to inform juveniles and their families of the risks and benefits associated with granting interviews

Slide 4-17

Slide 4-18

MEDIA (cont'd)

- Written agreements among juveniles, families, program, and media.
- Written case materials released should not have identifying markers.
- Written parental permission.

Slide 4-18

Slide 4-19

```
LIABILITY

Liability refers to the potential for
juvenile firesetter programs to be at
risk for legal action because of the
behavior of firesetters and their
families.

                                    Slide 4-19
```

Slide 4-20

```
LIABILITY (cont'd)

•  Written liability waivers, approved
   by district attorney and signed by
   parents.
•  Know whether your program has
   insurance to cover risks involved.

                                    Slide 4-20
```

Slide 4-21

```
IDENTIFYING SIGNS OF
ABUSE

•  In many States, those who suspect
   abuse are mandated to report it.
•  Follow State regulations.

                                    Slide 4-21
```

Slide 4-22

IDENTIFYING SIGNS OF ABUSE (cont'd)

- **Guidelines for interviewers if they suspect abuse.**
- **Information from Childhelp USA®**
  www.childhelpusa.org

Slide 4-22

Slide 4-23

JUVENILE JUSTICE TERMS

- **Delinquent behavior**
- **Referral or citation**
- **Diversion**
- **Petition**
- **Secure detention**
- **Probation**

Slide 4-23

Slide 4-24

JUVENILE JUSTICE TERMS (cont'd)

- **Adjudicatory hearing**
- **Youth**
- **Dispositional hearing**
- **Commitment**
- **Aftercare**
- **Rehabilitation**

Slide 4-24

Slide 4-25

```
JUVENILE OFFENDERS
AND VICTIMS

Juvenile firesetters generally enter the
juvenile justice system through law
enforcement.

                                    Slide 4-25
```

Slide 4-26

```
JUVENILE OFFENDERS
AND VICTIMS (cont'd)

Even within States, case processing
often varies from community to
community depending on local practice
and tradition.

                                    Slide 4-26
```

Slide 4-27

```
JUVENILE OFFENDERS
AND VICTIMS (cont'd)

Law enforcement often tries to divert
many juvenile offenders out of the
justice system and into juvenile court
or develop a restitution or intervention
plan.

                                    Slide 4-27
```

Slide 4-28

**JUVENILE OFFENDERS
AND VICTIMS (cont'd)**

**Prosecutors may file a case in either
juvenile or criminal court.**

Slide 4-28

Slide 4-29

**JUVENILE OFFENDERS AND
VICTIMS (cont'd)**

- **A delinquent offense is an act committed
  by a juvenile for which an adult could be
  prosecuted in criminal court.**
- **A status offense may include such
  behaviors as running away from home,
  truancy, ungovernability, curfew
  violations, and underage drinking.**

Slide 4-29

Slide 4-30

**Activity 4.2
Comparison of Terms**

Slide 4-30

Slide 4-31

ORGANIZATION CHART

- **Each juvenile firesetter intervention program will be structured differently.**
- **There are common elements among programs.**
- **Understanding how these various program operations are connected will clarify the working relationships.**

Slide 4-31

Slide 4-32

Activity 4.3
Organization Chart

Slide 4-32

Slide 4-33

OPERATIONS HANDBOOK

The purpose of an operations handbook:
- **Develop written documentation of program procedures.**
- **Use as the primary training resource for new personnel as they join the program.**
- **National Fire Protection Association (NFPA) 1035 refers to an operations handbook as program policies and procedures.**

Slide 4-33

Slide 4-34
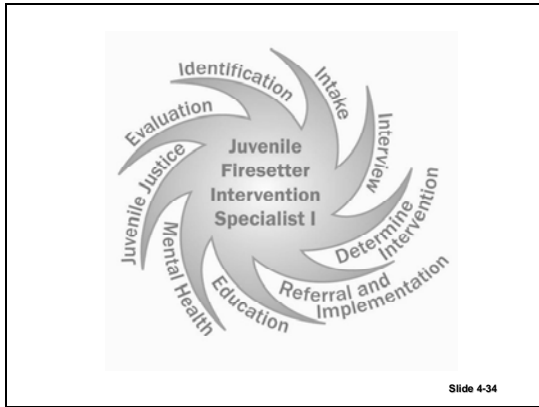
Slide 4-35

RESOURCE DIRECTORY

The resource directory is most useful to the juvenile firesetter program when referring youth and their families for services outside the program.

Slide 4-35

Slide 4-36

DATABASE

- **Will the information be used to convince funding sources to sustain or increase the program's budget?**
- **Will the information be used to describe the types of at-risk youth and families receiving services?**
- **Will the information be used to identify future audiences for public education?**

Slide 4-36

Slide 4-37

DATA COLLECTION

Data collection comes in two distinct, yet critical components.

- **Demographic: anonymous data that report the general circumstances of the event and participants.**
- **Case management: data specific to the individual and family situation.**

Slide 4-37

Slide 4-38

DATA COLLECTION (cont'd)

National Association of State Fire Marshals (NASFM) Juvenile Firesetting Intervention Project

Slide 4-38

Slide 4-39

CONSEQUENCES OF JUVENILE FIRESETTING

- **You could be charged with ARSON!**
- **You may have to pay RESTITUTION!**
- **How much does a fire cost?**

Slide 4-39

Slide 4-40

**Activity 4.4
Analysis of the
Components of an
Effective Program**

Slide 4-40

Slide 4-41

**Activity 4.5
Analysis of the
Components of Your
Program**

Slide 4-41

ACTIVITY WORKSHEETS

Activity 4.1

The Price is Right

Purpose

To evaluate cost expenditures for a juvenile firesetter intervention program.

Directions

In your group, consider the following:

1.   You have 100 juvenile firesetters in your program.

2.   What services do you need to provide?

3.   Of the 100 juvenile firesetters, 25 need counseling.

4.   What would it cost? Estimate

      a.   Salaries.

      b.   Handouts/Brochures.

      c.   Counseling.

      d.   Videos.

      e.   Office space.

      f.   Public relations.

      g.   Training.

5.   Be prepared to compare your outcomes to those of the rest of the class.

Activity 4.2

Comparison of Terms

Purpose

To correlate adult and juvenile criminal justice terms.

Directions

1.   Try to identify the adult criminal justice term that correlates with the juvenile justice term listed on the following worksheet.

2.   Be prepared to discuss your choices.

Activity 4.2 (cont'd)

Comparison of Terms

Juvenile Justice	Adult Criminal Justice
Delinquent behavior	
Referral or citation	
Diversion	
Petition	
Secure detention	
Probation	
Adjudicatory hearing	
Youth	
Dispositional hearing	
Commitment	
Aftercare	
Rehabilitation	

Activity 4.3

Organization Chart

Purpose

To learn to develop an organization chart for a juvenile firesetter intervention program.

Directions

1.   Develop an organization chart for your organization.

2.   Some current examples of juvenile firesetter intervention program organization charts are included to provide you with ideas.

3.   What could you use this organization chart for?

Activity 4.3 (cont'd)

**Fire Stoppers of King County
Youth Intervention Program**

**King County Fire and Life Safety Association
Arson Alarm Foundation
Bellevue Community Services/CoHear**

Funding
*KC Fire Marshal's Office
Grants
Insurance Agency
Arson Alarm
Co-Pay
Fire Departments
Community/Civic*

Referral Sources
Parents/Caregiver
Fire Service
Schools
Mental Health
Law Enforcement
Juvenile Justice

Training
*Interview Techniques
Documentation
Educational Strategies
Referral Process
Communication Skills
Linking with Resources
Train the Trainer*

Fire Department
***Identify, Interview,
Education, Referral***

***Curiosity*
Educational Intervention**

***Delinquent*
Psychological Intervention**

**Reactionary
Educational and Psychological
Intervention**

**Fire Department
Provides Education
Followup**

**CoHear
Psychological
Treatment
Data Collection
Feedback
Link to Other Services**

Colorado Department of Public Safety

Division of Fire Safety ← → Division of Criminal Justice

University of Colorado at Boulder

Miller Life Safety Center

Juvenile Firesetters Advisory Board ← → Colorado Juvenile Justice and Delinquency Prevention Council Build a Generation (BAG) Advisory Board

Project Coordinator Research Staff Administrative Assistant ← → DCJ--Office of Juvenile Justice Juvenile Justice Manager Criminal Justice Specialist

COLORADO JUVENILE FIRESETTERS PREVENTION NETWORK

Police

Head Start Collaboration Project

CASSP Family Advocates

American Red Cross

Community Evaluation Teams

Fire Departments

Alternatives to Incarceration SB94

Family Resource Centers

Mental Health Centers

Schools

Juvenile Diversion Network

Build a Generation Communities

Colorado Safe Kids Coalation

Children's Hospital

Placement Alternatives Commission

Sheriff Offices

Kempe Center

Educators

Fire Safety of Colorado

District Attorney's Office

School-Based Health Centers

Social Services

Mental Health Agencies

Family Court

Police Department Youth Services

Social Services	Mental Health Agencies	Family Court	Police Department Youth Services
Placement Resources			Outreach Counseling
Child Protective Services	Fire Department		Probation
Schools	Research	Community Neighborhood Groups	Criminal Court

Activity 4.4

Analysis of the Components of an Effective Program

Purpose

To analyze the program components that maintain this program within a network of community services.

Directions

1.   Given the summaries of the program components, compare them to the programs of those in your table group. Discuss

   a.   Which program areas are most often the strongest?

   b.   Which program areas are most often the weakest?

   c.   Which program areas require the most resources?

   d.   Which areas require the most documentation?

   e.   Which program areas require the greatest expertise to develop and/or maintain?

2.   Consider the components of program development and maintenance discussed in this unit.

   a.   Budget.

   b.   Procedures for dealing with legal issues.

   c.   Organization chart.

   d.   Program documentation.

   e.   Development of resource directory.

   f.   Database for program monitoring.

3.   How do these components of program development and maintenance affect the program areas? Discuss each area and describe the impact of each component.

Activity 4.4 (cont'd)

Worksheet

Identification/Intake

Budget

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Procedures for dealing with legal issues

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Organization chart

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Program documentation

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Development of resource directory

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Database for program monitoring

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Interview

Budget

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Procedures for dealing with legal issues

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Organization chart

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Program documentation

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Development of resource directory

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Database for program monitoring

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Education

Budget

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Procedures for dealing with legal issues

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Organization chart

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Program documentation

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Development of resource directory

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Database for program monitoring

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Referral

Budget

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Procedures for dealing with legal issues

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Organization chart

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Program documentation

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Development of resource directory

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Database for program monitoring

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Followup

Budget

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Procedures for dealing with legal issues

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Organization chart

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Program documentation

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Development of resource directory

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Database for program monitoring

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Activity 4.5

Analysis of the Components of Your Program

Purpose

To allow you to critique your own juvenile firesetter intervention program.

Directions

1. Analyze your own program.

2. Outline what improvements need to be made to your juvenile firesetter program to incorporate all of the essential components that were discussed in this unit.

Budget

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Procedures for dealing with legal issues

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Organization chart

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Program documentation

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Development of resource directory

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Database for program monitoring

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BACKGROUND TEXT

BUDGET

To solidify the development of the juvenile firesetter intervention program, the management team must outline the estimated costs of starting up and running the program.

A line-item budget specifying the program costs allows for careful planning of the program's impact on current operations. If funds come through grants, then this money has to be accounted for in the same manner. The budget process needs to be established and followed.

Personnel costs reflect the salaries and associated benefits of those assigned to provide services to the juvenile firesetter intervention program. There are many ways of assigning these costs. Frequently, personnel costs are borrowed from other programs already in existence. Or, personnel costs are traded for direct time or other forms of nonmonetary compensation. Sometimes, mental health professionals will donate part of their time to the program or accept clients on a sliding scale. The level or amount of these costs will depend on the level of the personnel assigned to manage and provide services to the program.

Other costs include those items and procedures necessary to sustain the day-to-day operations of the program. Office supplies, copying costs, computer expenses, and evaluation and education materials are some of the expected expenditures. There are many ways to fund these costs, which will be the topic of the following section.

A draft of the annual budget for the operation of the juvenile firesetter intervention program specifies the estimated costs of program operations. During the first year, there may be startup costs that will not be included in budgets for subsequent years. For example, there may be costs attached to training service providers during the first year of program operation. These costs often are one-time expenditures, which are absorbed in following years by experienced service providers training new staff as they join the program.

An accurate estimate of the cost of running a juvenile firesetter intervention program is critical to convincing decisionmakers of the value of the program to the community.

FUNDING

Once the budget is estimated for a juvenile firesetter intervention program, the next task is to fund the program. The operation of a juvenile firesetter intervention program depends to a large extent on available resources. Public and private monies are the two basic resources for funding. One or both of these methods can be used to support a juvenile firesetter program.

Since most juvenile firesetter programs are run by the fire service, and public monies support the fire service's budget, some part of the funding for a juvenile firesetter program usually comes from public monies. Public monies are those funds that support local, State, and national programs through the use of tax dollars. Public monies also support mental health programs, social services, and the juvenile justice system.

In addition to monies allocated to fund programs, many State and Federal agencies have special contracts and grants they award to individuals or community agencies proposing to start new programs. Therefore, it is important to consider not only the routine funding sources of the fire service, but also those of related State and national agencies that could support building a juvenile firesetter program.

Because the problem of juvenile firesetting affects the entire community, private companies, community organizations, and service groups often are willing to support juvenile firesetter programs. This support may be financial or it may come in the form of donations or in-kind contributions. Companies can donate their program planning advice, management expertise, public relations assistance, and fundraising services. Donations and in-kind contributions can take the form of office supplies and materials, computer equipment, and printing costs. Community organizations and service groups can provide volunteer time.

Several private companies have supported juvenile firesetter programs, including the insurance industry and companies marketing child-resistant lighters. Community organizations such as the Boys' and Girls' Clubs and Big Brothers/Sisters, and service groups such as the Kiwanis and Shriners all have become involved in juvenile firesetter programs. If these organizations understand that reducing juvenile involvement in firesetting reduces property loss and saves lives, then they are likely to lend their support to making their community a safer place in which to live. It is recommended that juvenile firesetter programs consider a strategy that combines both public and private resources.

Appendix A presents a list of several public and private organizations that support juvenile firesetter programs.

A public/private partnership allows for a number of different organizations to lend a helping hand toward building a juvenile firesetter program for the community. In this way, both the public and private sectors have a stake in the juvenile firesetter program and they can work together to make it a successful enterprise.

PROCEDURES FOR DEALING WITH LEGAL ISSUES

In designing a program strategy to deal with child firesetting and juvenile arson, there are legal issues to consider in implementing a multiagency approach, as well as in dealing with the entire scope and range of the problem.

The following areas need to be considered by the program task force that is planning the implementation strategies and the training being provided for the screening interviewers. Involve someone from the juvenile court system in your planning group early in the process to address these issues:

- laws of confidentiality (especially as it relates to interview and transfer of information among agencies);
- State child protective laws;
- when to call child protective services (for suspected abuse or neglect/endangerment); and
- caregiver rights.

National Fire Protection Association Standard 1035 Definitions

Abuse: harmful behaviors and/or actions, as defined by local law, that place an individual at risk and require reporting.

Confidentiality: a principle of law and professional ethics that recognizes the privacy of individuals.

Neglect: failure to act on behalf of or in protection of an individual in one's care.

Confidentiality

There are four areas of concern regarding confidentiality when working with firesetting juveniles and their families:

1.   Who has access to case records?

2.   Confidentiality of verbal communications.

3.   Protecting the confidence.

4.   Disclosure of the identity of firesetting juveniles.

First, there is the question of who has access to the case records of the juvenile firesetter program. These records may contain sensitive information on a variety of topics related to juveniles and their families. Only authorized program staff should have access to these files. If a court of law subpoenas files, then the program must comply by turning over the records. If a person or agency outside the program requests the records, specific procedures must be followed before they are released. Because these are records of minors, disclosing information from their records should be discussed with their parents.

Because laws regarding the sharing of juvenile files vary from State to State, it is important for the staff of each juvenile firesetter program to consult with the local district attorney. An example of a release of information form is included with Appendix B.

The second area of concern is the confidentiality of verbal communications between the juveniles, their families, and the service providers of the program. For example, during an interview some youth may want to confide in their interviewers and tell them things they do not want their parents to know. Parents may put pressure on the interviewers to tell them all about what their children have said, or parents themselves may want to share information in confidence.

It is important to build a reasonable trust. The idea of a reasonable trust is that everyone has a right to private thoughts and feelings, and that confidential communications will not be disclosed unless it is in the best interest of the juveniles and their families. Also, the disclosure of confidences will not occur without the person's knowledge. Before a trust is broken, the juveniles or family members whose confidence is being broken should be informed and the reasons why stated clearly.

Once a reasonable trust is established, the third area of concern is protecting the confidence. Firesetting often is an embarrassing and painful event in the lives of juveniles and their families. There are circumstances in which juveniles and their families may want their privacy protected. Issues of whether school authorities know about the firesetting and whether they "should" or "need" to know must be discussed with parents. There is the potential risk that disclosure of certain types of information, such as a history of firesetting, may label juveniles negatively and deny them future learning or work opportunities. Be careful when discussing firesetters and their families with anyone. (An exception could be made when abuse is suspected.)

The final area of concern is the disclosure of the identity of firesetting juveniles and their families to the media. A juvenile firesetter program is likely to receive requests from the print and television media for

interviews with these juveniles and their families. The issues of whether to grant interviews and reveal their identities are two different decisions, both of which rest with the juveniles and their families. It is the responsibility of the juvenile firesetter program to inform them of the risks and benefits associated with granting interviews and revealing their identities. The major risk is the negative reactions from family, friends, and associates, and that it places a stigma on the firesetter's family within their community.

The potential benefit is that other juveniles and families suffering from the same problem will come forth and seek the necessary help to prevent another fire tragedy. If, after careful discussion and consideration, juveniles and families decide not to grant interviews, the program cannot release any case material or information.

If the decision is made to grant interviews, but not to reveal identities, then the program should facilitate the interviews. There should be a written agreement among the juveniles, their families, the program, and the media as to exactly how the identities of those involved will be protected. Any written case material released by the program should not have any identifying markers. Finally, if juveniles and families agree to interviews revealing their identities, then written parental permission releasing this information must be secured.

Liability

Liability refers to the potential for juvenile firesetter programs to be at risk for legal action because of the behavior of firesetters and their families. There are two steps that can be taken to handle this problem. First, liability waivers that release programs from being responsible for the actions of juveniles can be developed and implemented. Second, juvenile firesetter programs should know whether they have insurance to cover the risks that can arise when working with juvenile firesetters.

Identify Signs of Abuse

In most States there are laws mandating that those who suspect or identify physical or sexual abuse report their observations immediately to the appropriate child welfare agency.

It is important for each juvenile firesetter program to follow its State regulations and procedures regarding the recognition and reporting of physical and sexual abuse.

There must be guidelines set up for interviewers so that if they suspect or recognize abuse they will know exactly what they need to do and how they are to report it.

Information on signs of abuse is available through Childhelp USA® and can be obtained at www.childhelpusa.org   Review Appendix F. The information on abuse is not intended to encourage witch hunting.

Juvenile Offenders and Victims: A National Report

Young law violators generally enter the juvenile justice system through law enforcement.

Each State's processing of law violators is unique. Even within States, case processing often varies from community to community, depending on local practice and tradition. Consequently, any description of juvenile justice processing must be general, outlining a common series of decision points.

Law enforcement diverts many juvenile offenders out of the justice system. At arrest, a decision is made either to send the matter further into the justice system or to divert the case out of the system, often into alternative programs. Usually, law enforcement makes this decision after talking to the victim, the juvenile, and the parents, and after reviewing the juvenile's prior contacts with the juvenile justice system. Twenty percent of all juveniles arrested in 2000 were handled within the police department and then released. Seventy percent of arrested juveniles were referred to juvenile court.

Federal regulations discourage holding juveniles in adult jails and lockups. If law enforcement must detain a juvenile in secure custody for a brief period in order to contact a parent or guardian or to arrange transportation to a juvenile detention facility, Federal regulations require that the juvenile be securely detained for no longer than 6 hours and in an area that is not within sight or sound of adult inmates.

Most juvenile court cases are referred by law enforcement. Law enforcement referrals accounted for 84 percent of all delinquency cases referred to juvenile court in 2000. The remaining referrals were made by others such as parents, victims, schools, and probation officers.

The court intake function is generally the responsibility of the juvenile probation department and/or the prosecutor's office. At this point intake must decide either to dismiss the case, handle the matter informally, or request formal intervention by the juvenile court.

To make this decision, an intake officer first reviews the facts of the case to determine if there is sufficient evidence to prove the allegation. If there is not, the case is dismissed. If there is sufficient evidence, intake then will determine if formal intervention is necessary. About half of all cases referred to juvenile court intake are handled informally. Most informally processed cases are dismissed. In the other informally processed cases, the juvenile voluntarily agrees to specific conditions for a specific time period. These conditions often are outlined in a written agreement, generally called a "consent decree." Conditions may include such items as victim restitution, school attendance, drug counseling, or a curfew. In most jurisdictions, a juvenile may be offered an informal disposition only if he or she admits to committing the act. The juvenile's compliance with the informal agreement often is monitored by a probation officer. Consequently, this process is sometimes labeled "informal probation."

If the juvenile successfully complies with the informal disposition, the case is dismissed. If, however, the juvenile fails to meet the conditions, the intake decision may be to prosecute the case formally, and the case will proceed just as it would have if the initial decision had been to refer the case for an adjudicatory hearing.

During the processing of a case, a juvenile may be held in a secure detention facility. Juvenile courts may hold delinquents in a secure detention facility if the court believes it is in the best interest of the community or the child. After arrest a youth often is brought to the local juvenile detention facility by law enforcement. Juvenile probation officers or detention workers review the case and decide if the juvenile should be held pending a hearing by a judge.

In all States, a detention hearing must be held within a time period defined by statute, generally within 24 hours. At the detention hearing a judge reviews the case and determines if continued detention is warranted. As a result of the detention hearing the youth may be released or detention continued. In 2000 juveniles were detained in 1 in 5 delinquency cases processed by the juvenile courts. Detention may extend beyond the adjudicatory and dispositional hearings. In some cases crowded juvenile facilities require that detention continue beyond adjudication until a bed becomes available in a juvenile correctional institution or treatment facility.

Prosecutors may file a case in either juvenile or criminal court. In many States prosecutors are required to file certain (generally serious) cases involving juveniles in the criminal court. These are cases in which the legislature has decided the juvenile should be handled as a criminal offender. In a growing number of States, the legislature has given the prosecutor the discretion of filing a defined list of cases in either juvenile

or adult court. In these States both the juvenile and adult courts have original jurisdiction over these cases, and the prosecutor selects the court that will handle the matter.

If the case is handled in juvenile court, two types of petitions may be filed: delinquency or waiver. A delinquency petition states the allegations and requests the juvenile court to **adjudicate** (or judge) the youth a delinquent, making the juvenile a ward of the court. This language differs from that used in the criminal court system (where an offender is **convicted** and sentenced).

In response to the delinquency petition, an adjudicatory hearing is scheduled. At the adjudicatory hearing (trial), witnesses are called and the facts of the case are presented. In nearly all adjudicatory hearings, the determination that the juvenile was responsible for the offense(s) is made by a judge; although, in some States the juvenile is given the right to a jury trial. In 2000, juveniles were adjudicated delinquent in 66 percent of cases petitioned to juvenile court for criminal law violations.

Intake may ask the juvenile court to transfer the case to criminal court. A waiver petition is filed when the prosecutor or intake officer believes that a case under jurisdiction of the juvenile court would be more appropriately handled in criminal court. The court decision in these matters follows a review of the facts of the case and a determination that there is probable cause to believe that the juvenile committed the act. With this established, the court then considers whether jurisdiction over the matter should be waived and the case is transferred to criminal court.

This decision generally centers around the issue of whether the juvenile is amenable to treatment in the juvenile justice system. The prosecution may argue that the juvenile has been adjudicated several times previously and that interventions ordered by the juvenile court have not kept the juvenile from committing subsequent criminal acts. The prosecutor may argue that the crime is so serious that the juvenile court is unlikely to be able to intervene for the time period necessary to rehabilitate the youth.

If the judge agrees that the case should be transferred to criminal court, juvenile court jurisdiction over the matter is waived and the case is filed in criminal court. If the judge does not approve the waiver request, an adjudicatory hearing is scheduled in juvenile court.

Between the adjudication decision and the disposition hearing, an investigation report is prepared by probation staff. Once the juvenile is adjudicated delinquent, a disposition plan is developed. To prepare this plan, probation staff develop a detailed understanding of the youth and assess available support systems and programs. To assist in preparation of

disposition recommendations, the court may order psychological evaluations, diagnostic tests, or a period of confinement in a diagnostic facility.

At the disposition hearing, dispositional recommendations are presented to the judge. The prosecutor and the youth also may present dispositional recommendations. After considering options presented, the judge orders a disposition in the case.

Most cases placed on probation also receive other dispositions. Most juvenile dispositions are multifaceted. A probation order may include additional requirements such as drug counseling, weekend confinement in the local detention center, and community or victim restitution. The term of probation may be for a specified period of time or open ended. Review hearings are held to monitor the juvenile's progress and to hear reports from probation staff. After conditions of the probation have been met successfully, the judge terminates the case. In 2000, more than 6 in 10 adjudicated delinquents were placed on formal probation.

The judge may order the juvenile committed to a residential placement. Residential commitment may be for a specific or indeterminate ordered time period. In 2000, nearly 1 in 4 adjudicated delinquents were placed in a residential facility. The facility may be publicly or privately operated and may have a secure prison-like environment or a more open, even home-like setting. In many States, when the judge commits a juvenile to the State department of juvenile corrections, the department determines where the juvenile will be placed and when the juvenile will be released. In other instances the judge controls the type and length of stay. In these situations, review hearings are held to assess the progress of the juvenile.

Juvenile aftercare is similar to adult parole. Following release from an institution, the juvenile often is ordered to a period of aftercare or parole. During this period the juvenile is under supervision of the court or the juvenile corrections department. If the juvenile does not follow the conditions of aftercare, he or she may be recommitted to the same facility or to another facility.

The processing of status offense cases differs from that of delinquency cases. A delinquent offense is an act committed by a juvenile for which an adult could be prosecuted in criminal court. There are, however, behaviors that are law violations only for youth of juvenile status. These "status offenses" may include such behaviors as running away from home, truancy, ungovernability, curfew violations, and underage drinking. In many ways the processing of status offense cases parallels that of delinquency cases.

Not all cases, however, consider all of these behaviors to be law violations. Many States view these behaviors as indicators that the child is in need of supervision and respond to the behavior through the provision of social services. This different characterization of status offenses causes them to be handled more like dependency than delinquency cases.

While many status offenders enter the juvenile justice system through law enforcement, in many States the initial official contact is a child welfare agency. In 2000, more than half of all status offense cases referred to juvenile court came from law enforcement.

The Juvenile Justice and Delinquency Prevention Act discourages the holding of status offenders in secure juvenile facilities, either for detention or placement. This policy has been labeled **deinstitutionalization of status offenders**. An exception to this policy occurs when the status offender violates a valid court order such as a probation order that requires the adjudicated status offender to attend school and observe a court-ordered curfew. In such situations, the status offender may be confined in a secure detention facility.

ORGANIZATION CHART

At this point in the development of a juvenile firesetter intervention program, it is a good idea to draw up an organization chart that illustrates the operation of the program. Although the structure of each juvenile firesetter intervention program will look different on paper, there will be some common elements among programs. Understanding how these various program operations are connected will clarify the working relationships they will have with one another.

PROGRAM DOCUMENTATION

A juvenile firesetter intervention program must document its day-to-day operations. The purpose of an operations handbook is to develop written documentation of program procedures. An operations handbook can be used as the primary training resource for new personnel as they join the program. National Fire Protection Association (NFPA) Standard 1035 refers to an operations handbook as program policies and procedures.

The organization of these handbooks varies from program to program, but most describe specific procedures for:

- identification
- intake

- interviewing
- intervention
- referrals
- followup

These are the program areas that are necessary for an effective juvenile firesetter program.

The program manager usually is responsible for the development of the handbook in collaboration with program staff. The advisory council is consulted during its development, and often approves the handbook prior to distribution. All program leaders, management, supervisors, staff, and members of the advisory council should receive copies of the handbook. If the program is operated within the fire service, the fire chief, captains, and any other individuals in the chain of command also should have copies.

RESOURCE DIRECTORY

The resource directory is most useful to the juvenile firesetter program when referring youths and their families for services outside the program. A juvenile firesetter resource directory contains the names, addresses, and phone numbers of agencies that work with juvenile firesetters and their families.

The directory can include local, county, and statewide agencies. In the case of long-term inpatient or residential treatment facilities, because there are so few that work with juvenile firesetters, it may be necessary to list national resources. Members of the advisory council should be able to provide much of the information needed for the directory. Additional resources can be obtained by communicating with local or countywide fire departments, mental health agencies, and social services, asking for their help in identifying resources.

DATABASE

Having current and accurate data provides management with information on program operations and allows program tracking and monitoring. Before a juvenile firesetter program builds its information system, program leadership must ask questions regarding the application of the information.

- Will the information be used to convince funding sources to sustain or increase the program's budget?

- Will the information be used to describe the types of at-risk youth and families receiving services?

- Will information be used to identify future audiences for public education?

Data Collection--Setting the Record(s) Straight

Courtesy of Don Porth--SOS FIRES: Youth Intervention Programs.

Data Collection

For many years, youth firesetting intervention programs have struggled to deal effectively with the problem of youth-set fires. While many effective programs have been developed, many operated blindly, not knowing specific information about the target or their impact on the problem. Solid data collection and a system to do so consistently and comprehensively is a key program component needed to develop and support a youth firesetting intervention program and a coalition effort.

Data collection comes in two distinct, yet critical components. The first is the **demographic** and the second is **case management**.

Demographic

These are anonymous data that report the general circumstances of the event and participants. They generally cannot be connected back to the individual once they are separated from a name. For example, "ZIP code" would represent a demographic data field that would provide valuable information without connecting to an individual.   "Home address," (specific house number coupled with city, State, and ZIP) on the other hand, would link to a specific home that then could be connected to the residents. Demographic data are nonconfidential; therefore they can be shared outside of the confidentiality restraints of a program.

Case Management

These are data specific to the individual and family situation. These data might include names, phone numbers, addresses, specific incident numbers, etc.   While they are extremely useful for managing the individual case as it enters and moves through an intervention program,

they would represent a breach in confidentiality if shared outside of the program.

With these differences in mind, it becomes easier to understand and distinguish between the two sets of information so they can be used appropriately. It also clarifies the information-sharing boundaries needed for each program to operate appropriately.

Most programs attempt to gather basic information about the child and family. The data collected may vary from one program to the next but always should represent the needs of the program. To collect data and maintain records that are not pertinent to the task at hand is unnecessary and potentially inappropriate. The local firesetting intervention coalition should be in agreement about the necessary data to be collected, and the legal authority having jurisdiction over the program should be consulted.

An effective method of collecting and reporting the data also should be employed. A tremendous amount of data is stored in computers across the world, much of which is never extracted and put to use. All of the potential information in a database should be applicable.

Once the data are extracted, they can be put to work. Since youth firesetting intervention programs are only reactive to a firesetting incident, they fail to stop the behavior before it occurs. When analyzing the data gathered through a comprehensive program, many clues leading to the "thinking errors" made by children become clear. These clues can guide proactive efforts designed to discourage or prevent firesetting behaviors before they occur. This is the point at which needless death, injury, and losses can be prevented, appropriately shifting the resources dealing with the aftermath of child-set fires to a more productive point in the continuum of behavior.

National Association of State Fire Marshals Juvenile Firesetting Intervention Project

The National Association of State Fire Marshals (NASFM) Juvenile Firesetting Intervention Project data collection form in the training material is a "demographic" data collection document. In a project funded by the Office of Juvenile Justice and Delinquency Prevention (OJJDP), the NASFM developed a project to provide youth firesetting intervention training to every State in the Union. As part of the State's obligation in receiving the training, data collection from participating programs was required. To facilitate consistent and quality data collection, NASFM's contract partner, Fireproof Children, Inc., developed a data collection form.

There are several obstacles to this process. The first and most formidable was confidentiality. All fields were thought through to ensure they could withstand the test of confidentiality. The second obstacle was that of usefulness. Chosen data fields had to have application in virtually any community. It is difficult, if not impossible, to encourage the collection of data for a national project if they cannot first be used locally. The final obstacle was simplicity. The form had to be simple, straightforward, and have a finite number of choices for each data field.

While the NASFM data collection form may not be the best for any individual community, it does carry the larger burden of trying to encourage every community to gather a similar base level of data so someday, perhaps, the data from communities across the United States can be gathered and compared to understand youth firesetting on a larger scale.

Refer to the NASFM Data Collection Form in Appendix D of this unit.

APPENDIX A

PUBLIC AND PRIVATE SUPPORT FOR JUVENILE FIRESETTER PROGRAMS

The following is a partial list of national, State, and local organizations that have a stake in supporting the efforts of juvenile firesetter programs. Many of these organizations can offer different types of help to juvenile firesetter programs, including training workshops, data collection, in-kind contributions, public awareness support, contracts, and grants.

National Support

Public Sector

- **Alliance for Fire and Emergency Management;**
- **American Red Cross;**
- **Arson Alarm Foundation;**
- **International Association of Arson Investigators;**
- **International Association of Black Professional Fire Fighters;**
- **International Association of Chiefs of Police;**
- **International Association of Fire Chiefs;**
- **International Association of Fire Fighters;**
- **National Association of State Fire Marshals;**
- **National Association of Town Watches;**
- **National Crime Prevention Coalition;**
- **National Education Association;**
- **National Firesafety Educators;**
- **National Fire Academy (NFA);**
- **National SAFE KID's Coalition;**
- **National Sheriff's Association;**
- **National Volunteer Fire Council;**
- **Shriners Burn Institutes;**
- **United States Fire Administration (USFA); and**
- **United Way.**

National Nonprofit Foundations
(awarding grants to programs for at-risk youth)

- **Carnegie Corporation of New York**
  437 Madison Avenue
  New York, NY 10022
  (212) 371-3200
  www.carnegie.org

- **John S. and James L. Knight Foundation**
  Wachovia Center, Suite 3300
  200 South Biscayne Blvd.
  Miami, FL 33131-2349
  (305) 908-2600
  www.knightfdn.org

- **Lilly Endowment, Inc.**
  2801 N. Meridan St.
  Indianapolis, Indiana 46208-0068
  (317) 924-5471

- **Open Society Institute**
  Center on Crime, Communities and Culture
  400 W. 59th St.
  New York, New York 10019
  (212) 548-0600
  www.soros.org/crime/

- **Robert Sterling Clark Foundation, Inc.**
  135 E. 64th St.
  New York, New York 10021
  (212) 288-8900
  www.rsclark.org

- **The George Gund Foundation**
  1845 Guildhall Bldg.
  45 Prospect Ave., W
  Cleveland, Ohio 44115
  (216) 241-3114
  www.gundfdn.org

- **W.K. Kellog Foundation**
  1 Michigan Ave., E
  Battle Creek, Michigan 49107-4012
  (269) 968-1611
  www.wkkf.org

Private Sector

- **Aetna Life and Casualty;**
- **Allstate Insurance Company;**
- **Children's Television Workshop;**
- **Factory Mutual Insurance Company;**
- **Insurance Committee for Arson Control;**
- **Insurance Information Institute;**
- **Laborers International Union;**
- **National Fire Protection Association (NFPA);**
- **State Farm Insurance Company;**
- **The Idea Bank; and**
- **Walt Disney Enterprises.**

State and Local Support

Public Sector--Community Organizations

- **children's hospitals and burn units;**
- **health and social services;**
- **members of the television, radio, and print media;**
- **parks and recreation;**
- **Red Cross, local chapters;**
- **service clubs, such as the Freemasons, Lions Clubs, and Elks Clubs; and**
- **youth organizations, such as the Boys' and Girls' Clubs, Boy Scouts/Girl Scouts, YWCA, and YMCA.**

Public Sector--Education

- **Head Start;**
- **Parent-Teacher Associations (PTA's);**
- **Parent-Teacher Organizations (PTO's);**
- **preschool and daycare providers;**
- **school boards; and**
- **special education.**

Public Sector--State and Local Officials

- **Board of Supervisors or City Council;**
- **Mayor's Office;**
- **National Governor's Association;**
- **National League of Cities;**
- **Office of State House/Assembly Representatives;**
- **Office of State Senators;**

- **Regional Governor's Association;**
- **State Fire Academies; and**
- **State Fire Marshal's Office.**

Public Sector

- **automobile clubs and associations;**
- **Chambers of Commerce;**
- **local branches of insurance companies;**
- **merchants associations; and**
- **private daycare, preschool, elementary, middle, and high schools.**

APPENDIX B

RELEASE OF LIABILITY

I do hereby release, indemnify, and hold harmless the _____
Juvenile Firesetter Intervention Program, all its employees and volunteers against all claims, suits, or actions of any kind and nature whatsoever which are brought or which may be brought against the _____ Juvenile Firesetter Intervention Program for, or as a result of any injuries from, participation in this program.

Parent/Guardian	Date/Time

Juvenile	Witness

RELEASE OF CONFIDENTIAL INFORMATION

Juvenile's Name:_____   D.O.B._____

Release to/Exchange with:

    Name _____

    Address _____

              _____

    Phone _____

Information Requested _____

_____

I consent to release of information to and/or an exchange of information with the _____ Juvenile Firesetter Intervention Program. I understand that this consent may include disclosure of material that is protected by state law and/or federal regulations applicable to either mental health or drug/alcohol abuse or both.

This form does not authorize re-disclosure of medical information beyond the limits of this consent. Where information has been disclosed from records protected by Federal Law for drug/alcohol abuse records or by State Law for mental health records, federal requirements prohibit further disclosure without the specific written consent of the patient. A general authorization for release of medical or other information is not sufficient for these purposes. Civil and/or criminal penalties may attach for unauthorized disclosure of drug/alcohol abuse or mental health information.

A copy of this Release shall be as valid as the original.

_____   _____
        Parent/Guardian   Date/Time

_____   _____
           Juvenile   Witness

APPENDIX C

2002 Arson Arrest Stats from the FBI

The "Juvenile/All Arson" column is the # of arson fires by juveniles/adults.
The "Juvenile Rate" is # of arson fires by juveniles per 100,000 population.
The "All-Arson Rate" is # of arson fires by both adults and juveniles per 100,000 population.

State	Juvenile/ All Arson	Juvenile as % All Arson	Juvenile Rate	All-Arson Rate
Alabama	21/107	19.0%	0.55	2.82
Alaska	10/19	*52.0%*	1.70	3.24
Arizona	171/259	*66.0%*	3.31	5.01
Arkansas	8/58	13.7%	0.07	4.13
California	1,105/1,861	*59.0%*	3.18	5.36
Colorado	195/321	*60.7%*	5.33	8.78
Connecticut	78/139	*56.0%*	3.22	5.74
Delaware	28/47	*59.5%*	4.07	6.83
DC	0/0			
Florida	245/572	42.8%	1.47	3.44
Georgia	66/262	25.0%	1.57	6.25
Hawaii	10/24	41.6%	1.04	2.49
Idaho	82/108	*75.9%*	6.29	8.28
Illinois	67/181	37.0%	2.28	6.16
Indiana	78/157	49.6%	1.84	3.71
Iowa	103/152	*67.7%*	3.86	5.7
Kansas	46/72	*63.8%*	3.34	5.46
Kentucky	22/53	41.5%	2.30	5.56
Louisiana	97/222	43.6%	3.04	6.96
Maine	37/68	*54.5%*	2.86	5.26
Maryland	185/311	*59.4%*	5.78	9.72
Massachusetts	41/108	37.9%	0.87	2.31
Michigan	131/433	30.2%	1.36	4.49
Minnesota	106/160	*66.2%*	2.55	3.85

State	Juvenile/ All Arson	Juvenile as % All Arson	Juvenile Rate	All-Arson Rate
Mississippi	30/237	12.6%	1.95	15.36
Missouri	213/532	40.0%	4.47	11.16
Montana	18/26	69.0%	3.00	4.34
Nebraska	82/119	68.9%	5.22	7.57
Nevada	34/60	56.6%	2.20	3.89
New Hampshire	26/41	63.4%	3.17	5
New Jersey	268/439	61.0%	3.22	5.28
New Mexico	12/40	29.0%	1.01	3.45
New York	222/404	54.9%	3.50	6.37
North Carolina	175/425	41.0%	2.53	6.15
North Dakota	13/23	56.5%	2.28	4.03
Ohio	200/386	51.8%	3.09	5.96
Oklahoma	101/236	42.7%	2.94	6.89
Oregon	162/226	71.6%	5.50	7.67
Pennsylvania	350/787	44.0%	3.35	7.54
Rhode Island	86/109	78.8%	8.21	10.41
South Carolina	54/134	4.0%	2.42	6.02
Tennessee	50/277	18.0%	1.01	5.61
Texas	348/847	41.0%	1.62	3.94
Utah	102/157	64.9%	4.63	7.13
Vermont	4/19	21.0%	0.75	3.57
Virginia	197/367	53.6%	3.13	5.83
Washington	205/361	56.7%	4.01	7.06
West Virginia	10/42	23.8%	1.08	4.57
Wisconsin	167/324	51.5%	3.37	6.55
Wyoming	11/60	18.0%	2.25	12.31

APPENDIX D

NASFM JUVENILE FIRESETTING INTERVENTION PROJECT
DATA COLLECTION FORM

AGENCY INFORMATION

State _____ FDID#_____ Incident Date __ __/__ __/__ __

CHILD INFORMATION (One form per incident; place answer in appropriate box)

	Child 1	Child 2	Child 3	Child 4
Age of child at time of incident				
Gender M (Male) F (Female)				
Grade in school P (Preschool) K-12 (Enter Grade Level) HS (Home School) SE (Special Education) NS (Not in School)				
Language spoken at home E (English) S (Spanish) O (Other) Specify _____				
Previous fireplay or misuse of fire Y (Yes) N (No)				
Previous reported fire/ fire department response Y (Yes) N (No)				
Other agency working with family M (Mental Health) SS (Social Services) JJ (Juvenile Justice) O (Other) Specify _____				

INCIDENT INFORMATION (One form per incident)

Number of fatalities resulting from this incident: _____ **Number of injuries resulting from this incident:** _____ **Number of people displaced as a result of this incident:** ____ **Dollar loss estimate (as per report only)** $_____	**Who was involved with this incident?** ❑ Child acted alone ❑ Other unknown children involved
	Original ignition source? (Select one) ❑ Match ❑ Lighter ❑ Heating Appliance ❑ Stove ❑ Candles ❑ Other (specify)

DATA COLLECTION FORM

INCIDENT INFORMATION - Page 2

Item first ignited by ignition source?
(Select one)

- ❑ Paper/Cardboard/Tissue
- ❑ Clothing
- ❑ Furniture
- ❑ Grass/Leaves/Branches
- ❑ Flammable/Combustible Liquid
- ❑ Fireworks
- ❑ Other _____

- ❑ Bedding
- ❑ Toys
- ❑ Trash/Garbage
- ❑ Animal/Person
- ❑ Aerosol sprays
- ❑ Explosive device

Action taken in response to fire?
(Check all that apply)

- ❑ Nothing
- ❑ Referred to Youth Firesetting Intervention/Education
- ❑ Referred to Legal Authority (Police/Fire Investigator)
- ❑ Other (specify)

  _____

Referral to program initiated by?
(Select one)

- ❑ Fire report
- ❑ Parent/Caregiver
- ❑ School
- ❑ Mental Health
- ❑ Law Enforcement
- ❑ Other (specify) _____

Ignition source obtained from?
(Select one)

- ❑ Own home
- ❑ Other person/location
- ❑ Found outdoors
- ❑ Other (Specify)

  _____

Fire incident result?
(Select one)

- ❑ Intentional result (intended to ignite/burn all objects that did burn)
- ❑ Non-intentional result (fireplay, other fire use that got out of control)

Caregiver at time of incident?
(Select one)

- ❑ Parent/Caregiver
- ❑ Sitter (approximate age) _____
- ❑ School
- ❑ No one
- ❑ Other (specify) _____

Where did the incident occur?
(Select one)

- ❑ Inside family home (single family home)
- ❑ Inside family home (apartment/multi-family)
- ❑ Other structure at home (shed, garage, etc.)
- ❑ Yard at home

- ❑ Park/Field/Vacant Lot
- ❑ School
- ❑ Vehicle (at home or away)
- ❑ Other (Specify)_____

APPENDIX E

U.S. Department of Justice
Office of Justice Programs
Office of Juvenile Justice and Delinquency Prevention

Office of Juvenile Justice and Delinquency Prevention

Shay Bilchik, Administrator   **Fact Sheet #51 January 1997**

Juvenile Firesetting and Arson

by Eileen M. Garry

When juvenile delinquency is mentioned, arson is almost certainly *not* the first type of offense that comes to mind. Yet juveniles are arrested for a greater share of this crime than any other. Combined with increasing pressure to treat serious, violent, and chronic juvenile offenders as adults, juvenile involvement in arson raises some troubling issues for the juvenile justice system. The Associated Press, for example, reported on December 6, 1996, that a 14-year-old female offender's reckless homicide and arson conviction in a Circuit Court in Indiana led to her being incarcerated in an adult prison. Prevention and early intervention programs are needed if such extreme measures are to be avoided.

Federal Bureau of Investigation statistics for 1995 show that juveniles accounted for 52 percent of arson arrests. This was a slight decline from the previous year when, for the first time, a majority of all arson arrests (55 percent) in the United States were of juveniles. In 1993, the figure was 49 percent. One-third of those arrested for arson in 1994 were under 15, and nearly 7 percent were younger than 10. During the 1980's, the rate of juvenile arrests for arson remained constant at about 40 percent, but between 1990 and 1994, the rate increased 35 percent.

From the myth of Prometheus to songs around the bonfire, fire has always held a strong fascination for humans. With their innate curiosity and desire to learn about the world around them, children are especially attracted to fire and must be taught to understand its ability to hurt and destroy. Studies have shown that the majority of normal children possess an interest in fire and nearly half have engaged in fireplay. For many young people, the attraction to fire leads to juvenile fireplay and firesetting, that is, fire-starting activity that fire investigators determine to be short of arson. Firesetting is viewed as distinct from, but may be a precursor of, the crime of arson. Even though the majority of child-set fires are started out of curiosity, not malice, the damage they cause, both in economic and human costs, is real and devastating.

Juveniles who are involved in significant fires resulting in property loss, personal injury, or death are subject to arrest for the crime of arson. Several factors are taken into consideration for determining criminal intent, including the firesetter's age, the nature and extent of the individual's firesetting history, and the

motive and intent behind the firesetting. Although legal definitions of arson vary from State to State, if an evaluation reveals that there is sufficient evidence indicating malicious and willful firesetting, then the juvenile can be charged with arson.

Juvenile firesetters fall into three general groups. The first is made up of children under 7 years of age. Generally, fires started by these children are the result of accidents or curiosity. In the second group of firesetters are children ranging in age from 8 to 12. Although the firesetting of some of these children is motivated by curiosity or experimentation, a greater proportion of their firesetting represents underlying psychosocial conflicts. The third group comprises adolescents between the ages of 13 and 18. These youth tend to have a long history of undetected fireplay and firestarting behavior. Their current firesetting episodes are usually either the result of psychosocial conflict and turmoil or intentional criminal behavior.

During the past decade, hundreds of jurisdictions across the Nation have established programs to address the growing concern about juvenile firesetting. Housed primarily within the fire service, these programs are designed to identify, evaluate, and treat the juvenile firesetter to prevent the recurrence of firesetting. Early programs were developed by local mental health professionals and fire service personnel. Subsequently, Federal efforts have helped to establish programs based on models developed by the U.S. Fire Administration, which is part of the Federal Emergency Management Agency (FEMA).

Juvenile firesetter programs receive referrals from fire departments, police departments, schools, parents, social service and mental health agencies, and justice system agencies. The programs often have working relationships with some of these key agencies, but rarely involve all of the key community agencies.

Recognizing the need for increased knowledge about how to reduce the problem of juvenile firesetting, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) and the U.S. Fire Administration funded an initiative from 1987 through 1993 known as the National Juvenile Firesetter/Arson Control and Prevention (NJF/ACP) Program. Through a nationwide

assessment of juvenile firesetter programming, NJF/ACP defined seven components common to effective juvenile firesetter programs:

◆ A program management component to make key decisions, coordinate interagency efforts, and foster interagency support.

◆ A screening and evaluation component to identify and evaluate children who have been involved in firesetting.

◆ An intervention services component to provide primary prevention, early intervention, and/or treatment for juveniles, especially those who have already set fires or shown an unusual interest in fire.

◆ A referral component to link the program with the full range of agencies that might help identify juvenile firesetters or provide services to them and their families.

◆ A publicity and outreach component to raise public awareness of the program and encourage early identification of juvenile firesetters.

◆ A monitoring component to track the program's identification and treatment of juvenile firesetters.

◆ A juvenile justice system component to forge relationships with juvenile justice agencies that often handle juvenile firesetters.

NJF/ACP also developed five publications—*Executive Summary, Fire Service Guide to a Juvenile Firesetter Early Intervention Program, Guidelines for Implementation, Trainers' Guide,* and *Users' Guide*—for use by jurisdictions that want to implement a juvenile firesetter program. To test the usefulness of the NJF/ACP materials, OJJDP sponsored three juvenile firesetter pilot programs in Colorado, Oklahoma, and Utah and funded an

evaluation of the pilots. The evaluation found that the modest short-term grants had stimulated considerable improvement in juvenile firesetter programming at each of the three pilot sites.

NJF/ACP recommended that, to be effective, juvenile firesetter programs should do the following:

◆ Build on the existing resources for firesetters in a community.

◆ Start small and grow incrementally as they gain experience and acceptance.

◆ Pay increased attention to educational and referral services, providing a range of appropriate educational materials and techniques.

◆ Recognize the importance of the juvenile justice linkage and not limit the program to the arson end of the spectrum. The pilot programs tapped juvenile justice expertise to consolidate procedures for handling firesetters and to review the legality of collecting information on juveniles.

◆ Engage all of the agencies that deal with a piece of the problem to address the full continuum of fire-related behaviors.

For Further Information

For copies of the National Juvenile Firesetter/Arson Control and Prevention Program publications, contact OJJDP's Juvenile Justice Clearinghouse at 800–638–8736. For current information about arson, call FEMA's Fax-On-Demand at 202–646–FEMA; or consult the U.S. Fire Administration's home page on the World Wide Web at http://www.usfa.fema.gov/.

Eileen M. Garry is Special Assistant to the Administrator, OJJDP.

FS–9751

Permit No. G-91
DOJ/OJJDP
POSTAGE & FEES PAID
BULK RATE

APPENDIX F

The number of children identified as abused or neglected almost doubled between 1986 and 1993

An estimated 2,815,600 children were identified as maltreated in 1993

The third National Incidence Study of Child Abuse and Neglect (NIS-3) reports information on children harmed or believed to be harmed by maltreatment in 1993. Child maltreatment includes physical, sexual, and emotional abuse, as well as physical, emotional, and educational neglect by a caretaker. Victims of maltreatment may die as the result of abuse or neglect or may experience serious or moderate harm. A child may also be in danger of harm as the result of maltreatment, or harm may be inferred when maltreatment is sufficiently severe.

NIS-3 includes maltreatment reported to researchers not only by child protective services agencies, but by other investigatory agencies (e.g., police, courts, public health departments) and community institutions (e.g., hospitals, schools, day care centers, and social service agencies). It does not include cases known only to family members or neighbors.

Most maltreated children were neglected in 1993

NIS-3 counts each incident of abuse or neglect that occurs. A single child may experience many types of abuse or neglect. In 1993, 70% of maltreated children were victims of neglect and 43% were victims of abuse. More specifically:

Over half of all victims (55%) experienced serious or moderate harm as a result of maltreatment in 1993

Type of harm	Percent of victims
All	100.0%
Fatal	0.1
Serious	20.2
Moderate	35.0
Inferred	8.0
Endangered	36.7

- 47% were physically neglected.

- Almost equal proportions of maltreated children were physically abused (22%), emotionally neglected (21%), and emotionally abused (19%).

- 11% were sexually abused; 14% were educationally neglected.

There are several different types of child maltreatment

Child maltreatment occurs when a caretaker (a parent or parent substitute, such as a daycare provider) is responsible for, or permits, the abuse or neglect of a child. The maltreatment can result in actual physical or emotional harm, or it can place the child in danger of physical or emotional harm. The following types of maltreatment were included in NIS-3:

> **Physical abuse** includes physical acts that caused or could have caused physical injury to the child.

> **Sexual abuse** is involvement of the child in sexual activity to provide sexual gratification or financial benefit to the

perpetrator, including contacts for sexual purposes, prostitution, pornography, or other sexually exploitative activities.

Emotional abuse is defined as acts (including verbal or emotional assault) or omissions that caused or could have caused conduct, cognitive, affective, or other mental disorders.

Physical neglect includes abandonment, expulsion from the home, delay or failure to seek remedial health care, inadequate supervision, disregard for hazards in the home, or inadequate food, clothing, or shelter.

Emotional neglect includes inadequate nurturance or affection, permitting maladaptive behavior, and other inattention to emotional/developmental needs.

Educational neglect includes permitting the child to be chronically truant or other inattention to educational needs.

Types of maltreatment are related to the characteristics of the child

The incidence of maltreatment varied by sex and age but not by race or ethnicity:

- The incidence of sexual abuse was almost three times greater among females than males in 1993. In contrast, emotional neglect was more common among males than females.

- The incidence of maltreatment increased more among males than among females between 1986 and 1993 (102% vs. 68%).

- Between 1986 and 1993 the incidence of maltreatment grew among all children except those ages 15-17.

- Moderate injuries were more frequent among older than younger children. Age differences were not found for other levels of injury.

- Younger children (ages 0-11) were perceived to be endangered more frequently than older children (ages 15-17).

- Children ages 0-2 and 15-17 had the lowest incidence of maltreatment in 1993.

More maltreatment was reported among lower income families in 1993

Children from families with an annual income of less than $15,000 were found to have substantially

Victims of emotional abuse and neglect increased more than victims of other forms of maltreatment between 1986 and 1993

Maltreatment type	Number of victims of maltreatment		
	1986	1993	Percent change
Total	1,424,400	2,815,600	98%
Abuse	590,800	1,221,800	107
Physical	311,500	614,100	97
Sexual	133,600	300,200	125
Emotional	188,100	532,200	183
Neglect	917,200	1,961,300	114
Physical	507,700	1,335,100	163

more maltreatment of all types than
children from families of greater incomes. The abuse rate in these lowest income families
was two times the rate of families with higher incomes. Similarly, the neglect rate was
more than three times higher in these families. Compared with those from families with
incomes above $15,000, children in lower income families had a higher injury rate in
every injury category except fatalities.

Children of single parents were at higher risk of maltreatment in 1993

The risk of maltreatment was twice as great for children of single parents than children
living with both parents. Compared with children living with both parents, children living
with single parents were twice as likely to be neglected and were marginally more likely
to be abused. Children living with a single parent of either sex experienced a higher
incidence of physical and educational neglect than those living with both parents and were
marginally more likely to experience emotional neglect. Children from single parent
homes were at higher risk of injury and of being endangered by maltreatment than those
living with both parents in 1993.

Maltreatment is related to family size

- Children living in larger families with four or more children were physically
  neglected almost three times more often than those living in one-child families and
  more than twice as often as those living in families with two or three children.

- Serious injuries were equally likely in families of all sizes.

- Moderate injury was more frequently experienced by maltreated children in larger
  families than in those with either two or three children. Children in these largest
  families also experienced higher rates of endangerment.

The majority of maltreated children were victimized by their birth parents

Birth parents accounted for the largest proportion of maltreatment victimizations in 1993
(78%), followed by other types of parents (14%) and other perpetrators (9%). Children
victimized by their birth parents were twice as likely to experience neglect than abuse in
1993. More specifically, among children victimized by their birth parents:

- The most common forms of maltreatment involved educational neglect (29%),
  physical neglect (27%), and physical abuse (23%).

- 16% were victims of emotional neglect and 14% were victims of emotional abuse.

- 5% were sexually abused.

In contrast to children victimized by their birth parents, those maltreated by other types of
parents were almost twice as likely to be abused than neglected. For example:

- Physical abuse was the most common form of maltreatment (37%).

- One-quarter of these children were victims of sexual abuse.

- One-fifth were victims of educational neglect.

- The least common forms of maltreatment involved physical neglect (9%) and emotional abuse (13%).

Children maltreated by birth parents were twice as likely to suffer a fatal or serious injury than those maltreated by others

| | Injury severity | | | |
	Fatal or serious	Moderate	Inferred	Total
All	36%	53%	11%	100%
Birth parents	41	54	5	100
Other parents	20	61	19	100
Others	24	30	46	100

Most maltreatment cases are recognized by schools

Because of the large volume of children attending schools, more maltreated children were identified by schools in 1993 than by other community agencies and institutions combined:

Schools	54%
Police/sheriff	10
Hospitals	6
Social services	6
Daycare centers	5
Mental health	3
Juvenile probation	2
Public health	2
All others	12

One third of alleged child maltreatment cases were investigated by child protective services in 1993

Child protective service agencies investigated 33% of the cases known to community agencies and institutions in 1993. The remaining cases were either not reported or reported but not investigated by child protective services. The highest rates of investigations occurred among cases recognized by police and sheriff departments (52%), hospitals (46%), and mental health agencies (42%). In contrast, the lowest rates of investigations occurred among cases recognized by daycare centers (3%) and public health agencies (4%).

Investigations were more likely among children recognized as abused than neglected in 1993

Children alleged to be physically or sexually abused were investigated by child protective services more frequently than other maltreated children.

Maltreatment type	Percent investigated
Abuse	39%
Physical	45
Sexual	44
Emotional	28
Neglect	28%
Physical	35
Emotional	22
Educational	7

SM 4-92

Child protective services agencies received 2 million reports of child maltreatment in 1994

NCANDS monitors the caseloads of child protective services

The National Center on Child Abuse and Neglect (NCCAN) annually collects child maltreatment data from child protective service agencies. The National Child Abuse and Neglect Data System (NCANDS) employs both a summary and case level approach to data collection. Summary data provide national information on a number of key indicators of child abuse and neglect cases in 1994. Case-level data provide descriptive information on cases referred to child protective service agencies in 1993.
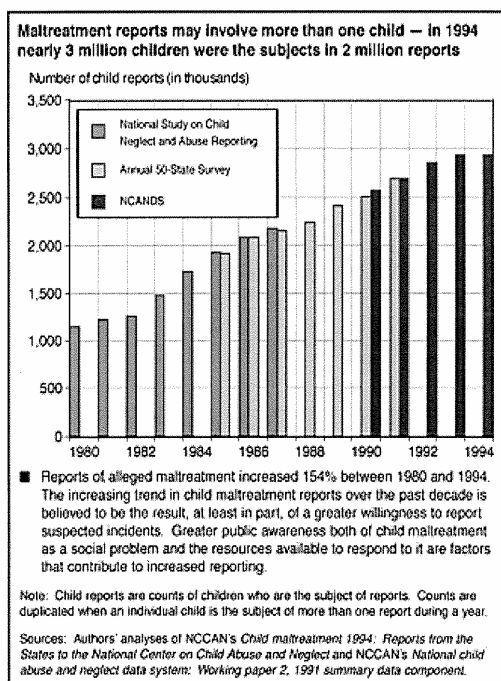
About 1.6 million child abuse and neglect investigations were conducted in 1994

Child protective service agencies conducted investigations on 82% of the estimated 2 million reports of child abuse and neglect in 1994. In 37% of these investigations the allegation was either substantiated (i.e., the allegation of maltreatment or risk of maltreatment was supported or founded) or indicated (i.e., the allegation could not be substantiated, but there was reason to suspect the child was maltreated or was at risk of maltreatment). More than half (56%) of all investigations were not substantiated or indicated. The remaining 7% were closed without a finding or were found to be intentionally false reports.

Information contained in reports varied by the source of the report

Ten States provided detailed data on the source of reports received by child protective service agencies during 1993. This information shows that:

- About one-half (52%) of all victims reported by medical professionals were under age 4. Almost two-thirds (64%) of victims reported by educators were over age 7.

- Reports from professionals were more likely than those from nonprofessionals to be substantiated or indicated (53% vs. 37%).

Maltreatment reports may involve more than one child — in 1994 nearly 3 million children were the subjects in 2 million reports

Number of child reports (in thousands)

■ Reports of alleged maltreatment increased 154% between 1980 and 1994. The increasing trend in child maltreatment reports over the past decade is believed to be the result, at least in part, of a greater willingness to report suspected incidents. Greater public awareness both of child maltreatment as a social problem and the resources available to respond to it are factors that contribute to increased reporting.

Note: Child reports are counts of children who are the subject of reports. Counts are duplicated when an individual child is the subject of more than one report during a year.

Sources: Authors' analyses of NCCAN's *Child maltreatment 1994: Reports from the States to the National Center on Child Abuse and Neglect* and NCCAN's *National child abuse and neglect data system: Working paper 2, 1991 summary data component.*

- Professionals were more likely than others to report physical abuse (26% vs. 16%) and less likely than others to report neglect (52% vs. 68%).

Physical abuse was linked to 63% of maltreatment deaths

Detailed information from States reporting case-level data on victims of substantiated or indicated maltreatment in 1993 found the following:

- Neglect was the most common form of maltreatment found among all age groups (57%). Younger children (under age 8) were more likely than older children (ages 8-17) to have been neglected (65% vs. 46%).

- Older victims were more likely than their younger counterparts to have been physically (28% vs. 17%) or sexually abused (18% vs. 9%).

- Female victims were more likely than males to have experienced sexual abuse (19% vs. 6%) and less likely to have experienced neglect (53% vs. 61%).

- 50% of deaths resulting from child maltreatment were linked to neglect; 63% were linked to physical abuse.

Professionals were the most common source of reports of abuse and neglect in 1994

Source of referral	Percent of total
Professionals	52%
Educators	16
Social service	12
Legal justice	13
Medical	11
Family and community	26%
Friends/neighbors	9
Relatives—not parents	10
Parents	7
Other sources	22%
Anonymous	8
Victims	1
Other*	13

* Includes child care providers, perpetrators, and sources not otherwise identified.

Source: Authors' adaptation of data presented in NCCAN's *Child maltreatment 1994: Reports from the States to the National Center on Child Abuse and Neglect.*

- Almost one-half (43%) of all deaths involved children under 1 year and 4 in 5 (81%) were under 4 years.

- More than one-half (56%) of fatalities were male.

Over 1,000 children died as a result of maltreatment in 1994

The 1994 national summary data on substantiated or indicated maltreatment found the following:

- 53% of victims were female.

- 59% of victims were white, 27% were black, 10% were Hispanic, and 4% were other races.

- 20% of victims were age 2 or younger, 53% were age 7 or younger, and 6% were age 16 or older.

ADMINISTRATIVE TOOLS

- 4 in 5 perpetrators were parents of the victim.

- A reported 1,111 children died as the result of maltreatment in 1994.

- About 13% of victims in substantiated or indicated cases were removed from their homes.

Most perpetrators were female and under age 40 in 1993

The 1993 case-level data on perpetrators of substantiated or indicated maltreatment were provided by seven States. This information showed that:

- 62% of perpetrators were female.

- Most perpetrators under age 40 were female (65%), while most perpetrators over 40 were male (55%).

Neglect was the most common form of maltreatment for both related and nonrelated perpetrators in 1993

Maltreatment type	All	Related	Nonrelated
Medical neglect	6%	5%	15%
Other neglect	52	57	30
Physical abuse	23	22	26
Sexual abuse	15	13	27
Emotional maltreatment	3	4	3
Other maltreatment	23	24	22

Percent of perpetrators

■ Sexual abuse was more common for nonrelated perpetrators than for related perpetrators (27% vs. 13%).

■ Compared with perpetrators not related to their victims, a greater proportion of related perpetrators were associated with neglect.

Note: Total is greater than 100% because perpetrators are counted for each type of maltreatment associated with a specific victim.

Source: Authors' adaptation of data presented in NCCAN's *Child abuse and neglect case-level data 1993: Working paper 1.*

- 63% of perpetrators were associated with only one victim, 19% were associated with two victims, 10% with three victims, and 8% with four or more victims.

Previous   **Contents**   *Next*

Juvenile Offenders and Victims: 1997 Update on Violence

UNIT 5:
PRIMARY PREVENTION

OBJECTIVES

The students will:

1.   Recognize the need for primary prevention strategies.

2.   Develop an education/training program.

NOTE-TAKING GUIDE

NOTE-TAKING GUIDE

Slide 5-1

UNIT 5:
PRIMARY PREVENTION

Slide 5-1

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Slide 5-2

OBJECTIVES

The students will
- **Recognize the need for primary prevention strategies.**
- **Develop an education/training program.**

Slide 5-2

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Slide 5-3

"Successful Education"
Don Porth, Public
Education Officer, Portland
Fire and Rescue

Slide 5-3

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Slide 5-4

DEVELOPMENT ISSUES

- Only 30 percent of youth live in homes with biological parents.
- At least 40 percent of youth live with a single mother and have no adult male in the home.
- Many children live in homes with stepparents and blended-sibling families.

Slide 5-4

Slide 5-5

SOCIETY CHANGES

- Fifty-eight percent of juvenile firesetters may have a diagnosis of attention deficit disorder/attention deficit hyperactivity disorder (ADD/ADHD) BEFORE their first fire referral.
- Eighty-eight percent of the "complex" firesetters have been involved with a doctor, a psychiatrist, or a counselor BEFORE their first fire referral.

Slide 5-5

Slide 5-6

SOCIETY CHANGES (cont'd)

- Thirty-eight percent of firesetters reported that they had started three or more fires (some up to 100+ fires!) BEFORE their first referral.

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Slide 5-7

NEUROLOGICAL CONDITIONS

It's likely that 45 percent of all firesetters have one or more diagnosed neurological conditions by the time they are referred to a juvenile firesetter program.

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Slide 5-8

NEUROLOGICAL CONDITIONS
(cont'd)

Examples of diagnoses:
- **ADD/ADHD**
- **Fetal alcohol syndrome/effect**
- **Oppositional defiance disorder**
- **Post-traumatic stress disorder**
- **Reactive attachment disorder**
- **Physical and/or sexual abuse**

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Slide 5-9

NEUROLOGICAL CONDITIONS
(cont'd)

These are not necessarily normal, healthy, developing children and adolescents!

Slide 5-9

Slide 5-10

TEACHING FORMATS

- **Pros and cons of group education versus one-on-one.**
- **What's your responsibility?**

Slide 5-10

Slide 5-11

BRAIN DEVELOPMENT

Executive functions--still developing into the twenties

Slide 5-11

Slide 5-12

BRAIN DEVELOPMENT (cont'd)

Hormones add the risk-seeking element for youth.

Slide 5-12

Slide 5-13

BRAIN DEVELOPMENT
(cont'd)

Risk taking is not evil--adolescents need to learn to take healthy risks!

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Slide 5-14

BRAIN DEVELOPMENT
(cont'd)

Our thrill-seeking culture

Slide 5-14

Slide 5-15

BRAIN DEVELOPMENT
(cont'd)

Healthy versus unhealthy risk taking

Slide 5-15

Slide 5-16

**Activity 5.1
Child Growth and
Development**

Slide 5-16

Slide 5-17

**Activity 5.2
Primary Prevention
Grab Bag**

Slide 5-17

ACTIVITY WORKSHEETS

Activity 5.1

Child Growth and Development

Purpose

To understand human development and its application to fire and life safety education.

Directions

1.   Read through the information in Appendix B: Stages of Human Development with Applications for Education.

2.   Study your assigned age group.

3.   Prepare a report for the remainder of the class on the information presented in the chart. Include any personal experiences that anyone in your group has had working with this age group.

    a.   Age.

    b.   Motor development.

    c.   Affective development.

    d.   Intellectual development.

    e.   Recommended strategies.

    f.   Characteristics for effective fire and life safety education programs.

4.   Examine the contents of Appendices D, E, and H for programs and resource examples. Add a summary of the following to your report:

    a.   What would prompt you to **buy** existing educational materials?

    b.   Under what circumstances would you **modify** existing educational materials?

    c.   What would prompt you to decide to **create** new educational materials?

5.   You will have 10 minutes to make your report.

Activity 5.2

Primary Prevention Grab Bag

Purpose

To discuss aspects of primary prevention for juveniles.

Directions

1.   Randomly selected students will choose a statement from below.

    a.   **Statement 1:** Fire safety education is the best way to provide education intervention to juvenile firesetters.

    b.   **Statement 2:** Young children under 5 are at the greatest risk for becoming victims of child-set fires. Therefore, preschool fire safety education is essential.

    c.   **Statement 3:** There are a number of good fire safety education programs on the market that can be integrated easily into a juvenile firesetter program.

    d.   **Statement 4:** Typically, a firesetter educational program consists of a visit to the fire station, attending a lesson on fire safety given by a firefighter, and a tour of the station to see what firefighters really do.

    e.   **Statement 5:** A good intervention program will include a tour of the local burn unit.

    f.   **Statement 6:** Fire safety education for firesetters should be done only by firefighters to be effective.

    g.   **Statement 7:** Every child who is referred to a juvenile firesetter program must receive educational intervention as soon as possible.

    h.   **Statement 8:** Fire safety education programs for preschool can reduce the number of juvenile-set fires.

    i.   **Statement 9:** To ease over time constraints, we can rely on most parents to deliver our education intervention program at home.

    j.   **Statement 10:** Children should be made to take responsibility for their firesetting and, for small children, fire safety education should be part of their punishment.

2.   The student will read the statement and decide whether the statement is true or false.

3.   The instructor will guide a group discussion on each statement.

BACKGROUND TEXT

JUVENILE FIRESETTERS--DEVELOPMENT ISSUES

- Only 30 percent of youth live in homes with two biological parents.

- Many children live in homes with stepparents and blended-sibling families.

- At least 40 percent of youth live with a single mother and have no adult male in the home[1].

It is important for the Juvenile Firesetter Intervention Specialist (JFIS) to understand how this can affect program delivery. Single-parent families and blended families often have schedules that are stretched tight. This can become a huge barrier for program delivery. Although it is important not to encourage patterns of irresponsibility in families, it also is important that the program can become somewhat flexible in delivery times and methods. The most important issue is that the family needs are met and program delivery is complete. This is sometimes in conflict with rigid department working hours and overtime policies.

As our society changes, so do our children.

- Fifty-eight percent of juvenile firesetters may have a diagnosis of attention deficit disorder/attention deficit hyperactivity disorder (ADD/ADHD) **before** their first referral.

- Eighty-eight percent of the "complex" firesetters have been involved with a doctor, a psychiatrist, or a counselor **before** their first referral.

- Thirty-eight percent of firesetters reported that they had started three or more fires (some up to 100+ fires!) **before** their first referral[2].

The days of 15 desks lined up in neat rows are gone! Teachers get all the social, emotional, physical, and other problems that children deal with in their lives…and so will you! Fire interventionists have always thought that approximately 85 percent of the children and adolescents seen are in need of education only and are at low risk for repeat firesetting. Research shows that exactly the opposite may be true. Many of the youth have already seen a doctor, psychiatrist, or a counselor before they even end up in a firesetter program.

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[1]SOS Fires. "In-Depth Family Study of Youth Who Set Fires." *Final Report to the Federal Emergency Management Administration*. Gresham: Author, 2004.
[2]*Ibid*.

It's likely that 45 percent of all firesetters have one or more diagnosed neurological condition(s) by the time they are referred to a juvenile firesetter program. Examples of diagnoses:

- ADD/ADHD;
- fetal alcohol syndrome/effect;
- oppositional defiance disorder;
- post-traumatic stress disorder;
- reactive attachment disorder; and
- physical and/or sexual abuse.

These are not necessarily normal, healthy, developing children and adolescents! Treating all firesetter children and families as if everything is normal may cause us to miss the boat. Children who are experiencing behavioral problems already, whether it's due to neurological complications or environmental issues, are bigger risk-takers. Using fire inappropriately is often just one behavior in a cluster of other excessive risk-taking behaviors a child may be engaged in. If a child has been involved with mental health services or other social service providers already and he/she already has been identified as having some "disorder," he/she may have bigger problems than a youth firesetter program can address with education only. It's better to err on the side of caution. Refer the family for professional evaluation before you make the decision simply to educate and walk away.

The referral process has to be part of the education process. We have to educate families about where to go for help in dealing with children who have possible neurological considerations and serious behavioral issues.

Teaching Formats--Group Education Versus One-on-One

The fire service has been conditioned to get the message out in the shortest time possible, to the largest number of people. Whether it's been messages to the general public, messages to a classroom, or to a group of adults, we seldom have the luxury of one-on-one, repeat visits that can meet individual educational needs. Youth firesetters and their families **need** to hear more than just the basics. A JFIS is in a position to change the way a family models proper fire use and attitudes about fire in the home. The lessons about fire also may extend into other areas of inappropriate risk taking that may be going on with the child and family.

Some programs are limited to the use of "fire schools" or group education due to structure and resources. Others have the luxury of working with a child and family one-on-one, where individual educational needs can be addressed. In either case, there are important things to consider about

each age group, and specific tools all children and their families need to have. Regardless of the setting your children and families are in (group, one-on-one) your responsibility to meet their educational needs isn't diminished. You have to follow the basic educational principles.

Feed the Need

Don't assume that all children and parents know the basics about fire safety and fire survival. Some can learn to make good decisions and some need a very structured program. Even a **normal** brain that is not fully developed or neurologically compromised cannot predict consequences. Therefore, they have to rely on the experience or education of adults to understand the danger of the action. A child who has learning challenges will need a different educational approach than a child with a normally developing brain. A child with fetal alcohol syndrome or effect will need a different educational approach than a child with autism. Therefore, it is important to consult the mental health professionals involved with the child to help determine which approach may be best for the child. A partnership with the mental health professional gives the optimal advantage in determining which educational approach to use with children who face learning challenges.

Brain Development

Brain development plays an important part in how we educate. Remember, the normal adolescent brain isn't "complete" until the mid-twenties!

Brain development in childhood and adolescence is becoming easier to understand. Through the use of magnetic resonance imaging (MRI) researchers have begun to unlock the mysteries of our brains as we go through childhood. Impulsiveness, questionable decisionmaking skills, attention problems, and the sometimes frustrating lack of initiative are now thought to be tied directly to brain development. Basically, although the human brain has reached 90 percent to 95 percent of its adult size and is equipped with most of its neurons by the age of 6, final shaping of the highest mental functions does not begin to occur until the late teens. Research is showing that the brain continues to develop in these areas well beyond age 25.

Executive function is still developing into the twenties. (These are the functions often missing in children who are firesetters.)

- planning;
- setting priorities;
- organizing thoughts;
- suppressing impulses; and
- weighing consequences.

These executive functions are some of the last and hardest for the brain to develop. These functions are also the hardest to teach in a normal brain, but even more difficult for individuals with any neurological compromise. If many of the youth firesetters have some level of brain development compromise, it means that simply teaching fire safety principles won't be enough. If a child has difficulty suppressing impulses, has a hard time organizing thoughts, planning, setting priorities, and weighing consequences, we can expect the need for more than just simple safety messages. The safety principles must be accompanied by rules, supervision and monitoring, and consequences for good and inappropriate behavior. The JFIS must relay this information on to parents and guardians, who are a big part of the equation in the educational process.

Hormones add excitement. They help add the risk-seeking element for youth. "Scientists and the general public had attributed the bad decisions teens make to hormonal changes," says Elizabeth Sowell, a UCLA neuroscientist who has done seminal MRI work on the developing brain. "But once we started mapping where and when the brain changes were happening, we could say, aha, the part of the brain that makes teenagers more responsible is not finished maturing yet."[3]

Hormones do play a part. Dr. Ronald Dahl, a psychiatrist at the University of Pittsburgh says, "Adolescents are actively looking for experiences to create intense feelings. It's a very important hint that there is some particular hormone-brain relationship contributing to the appetite for thrills, strong sensations and excitement."[4] In other words, hormones may be partially responsible for a normal teen's thrill-seeking behavior. The same hormones that make teens emotionally volatile also make them seek out situations that can create extreme highs and lows. Thrill seeking and risk taking are a part of that.

The parts of the brain that help teens exercise judgment are still under construction. The result in a world of fast cars, early driving, drug and alcohol accessibility, etc., puts a teen at risk.

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[3]"What Makes Teens Tick." Claudia Wallis. *Time Magazine*. May 10, 2004.
[4]*Ibid.*

Risk taking is not evil--adolescents need to learn to take healthy risks. They need to

- experiment with new aspects of life;
- take on new challenges; and
- test how things fit together.

Taking healthy risks can develop more complex thinking and increase confidence. Examples of healthy risks are supervised sports, supervised training and use of tools, and guided safety practices for those activites.

Our Thrill-Seeking Culture

As our culture evolves, thrill seeking has become a common part of our entertainment. Young people are becoming injured and destroying property more and more in misguided attempts to imitate thrill-seeking shows on television and in the movies. Our culture is glorifying the thrill-seeking attitude while not taking the time to demonstrate the extreme safety practices that must be built into any stunt on any reality/risk-taking show. Youth today have a fairly steady diet of unrealistic risk taking simply by turning on the television or switching on their favorite video game. We know now that the executive functions of the brain are not always ready to recognize the dangers and consequences of some of these risks. If the normal developing brain has difficulty in this arena, the youth with neurological challenges have even more difficulty when confronted with these unrealistic demonstrations of risk.

Healthy Versus Unhealthy Risk Taking

- Firesetting can be a misguided attempt at risk taking.

- It's an indicator of a bigger "risk-taking" syndrome.

Many **parents** need to learn the difference between healthy and unhealthy risk taking.

A parent's idea of risk taking is influenced by his/her own experiences. Example: A father who experimented with fire as a youth and believes there's no danger in it because he never got caught or hurt may not see anything wrong with his child setting small fires.

Science is giving us a better understanding of why teens are susceptible to impulsive risk-taking behavior. It also gives us a clue that although education about fire is critical for teens, it has be complemented with other critical components. If teens have increased difficulty making mature decisions and understanding the consequences of their actions, education must be accompanied by **rules, structure, supervision, patience, and love**. When working with a youth firesetter and his/her family, our job isn't complete if we don't teach about risk as well as fire. The JFIS must be ready to teach families how to structure opportunities for independence.

APPENDIX A

Successful Education

Since the implementation of various youth related education programs, the Portland Fire Bureau has experienced some significant success that we would like to share. Probably most noteworthy is the use of the Bic "Play Safe! Be Safe!" kits (from the Bic Corporation) and the Learn-Not-To-Bum (LNTB) Curriculums (from the National Fire Protection Association).

Our first experience with the LNTB Curriculum came in late 1992. We introduced the Preschool Curriculum to our Headstart Preschool population. We feel that early education is the key to reducing the fire and injury risk recognized by children. The Preschool Curriculum was well received in the 29 Headstart programs we serve.

In 1994-95, the distribution of over 175 Bic "Play Safe! Be Safe!" fire safety education kits began. The registered group day care facilities (l2 or more children in a nonresidential setting) were targeted. These helped fill a void in these numerous sites that we were unable to visit regularly.

While we realized the educational quality of the two programs, we did not necessarily expect it to have the impact that we found in our child-set fire problem. Now, looking back at the referrals to our Juvenile Firesetter Program, we are beginning to recognize a very positive trend.

The 3-5 year old population of curious firesetters (those we can expect to benefit from increased knowledge about fire and fire safety) represent a certain percentage of referrals to our Juvenile Firesetter Program each year. Since the implementation of these two programs, we have seen a drop of over 50% in referrals of curious firesetters in this age range. The numbers can be seen below:

1990-91	5.1%
1991-92	6.2%
1992-93	4.5%
1993-94	2.7%
1994-95	1.3%
1995-96	2.4%
1996-97	1.8%
1997-98	2.4%
1998-99	3.2%

There have been no other identified factors for which to attribute this change aside from the implementation of these programs.

To continue this positive trend in to the next age grouping, we looked to the LNTB Level One and Two Curriculums. In 1994, we became an NFPA Champion City and provided three elementary schools with the curriculum. Based on data from our Juvenile Firesetter Program computer database, we placed the curriculum in the schools serving the area of town experiencing the greatest number of child-set fires.

In 1995, we began the task of supplying the LNTB Level One and Two curriculums to the remaining 79 elementary schools in Portland. We again targeted the top twenty schools as identified by those serving the areas at highest risk for juvenile fires. We distributed the curriculum and provided special educational assemblies in these schools. As we approached the 1996-97 school year, we again prioritized our schools. We found that the original schools addressed by our 1994 champion program were no longer in the top twenty. We feel very strongly that the inclusion of the LNTB curriculum was a major factor in this shift.

We also organized an Adopt-A-School program in 1995 that teamed our firefighters more closely with a particular elementary school. Administrative support added the requirement that our fire companies spend at least 10 contact hours per year with their school. Through this pairing, we have successfully provided our community's teaching professionals with a quality teaching tool (the LNTB Curriculum) and a technical expert within the community (the local fire station). This appears to be a winning combination that has turned the tide on the youth fire problem. The figures below illustrate a decline in youth fires since this concept was implemented in 1995. It should also be noted that only one child-caused fire death has occurred since 1992-93. The prior eight years recorded 16 child-caused fire deaths.

FISCAL YEAR	TOTAL FIRES	YOUTH FIRES	% YOUTH TO TOTAL
1991-92	3347	301	8.9%
1992-93	3103	258	83%
1993-94	3158	376	11.9%*
1994-95	3202	360	11.2%
1995-96	2859	274	9.6%
1996-97	2738	207	7.6%
1997-98	2527	172	6.8%
1998-99	2659	177	6.7%

*Certain fires within schools were not being included in the youth fires. When included, this accounted for an approximate 2 % increase in the totals for 1991-92 and 1992-93.

For further information about this or other related programs, contact

Don Porth, Public Education Officer
Portland Fire & Rescue
55 SW Ash Street
Portland OR 97204
(503) 823-3615
dporth@fire.ci.portland.or.us

APPENDIX B

STAGES OF HUMAN DEVELOPMENT WITH APPLICATIONS FOR EDUCATION

As you explore the information contained on the chart entitled "Stages of Human Development with Applications for Education," you will begin to question your personal stages of development and ask yourself if the information on the chart coincides with your own experience. Often, we have examples from our own experiences that we can use to validate the messages. It is important to recognize that each of us moves through the stages of development differently, through our willingness to move on, to meet challenges, and through the experiences we bring to the situations. We do not all progress at the same rate of speed. You may determine that you were slower or faster than average. We are going to discuss, as many authors in this field do, six stages of human development. You need to recognize that the stages build from zero to one, one to two, two to three, etc. The text that follows explains the theory behind human development and will allow you to examine and develop an understanding of each stage and the building process. Stop after each stage and try to personalize the information based on your experiences.

In order to get a clear understanding of what we will be discussing in this section, let's take a close look at the intended "theory" of human development and application for fire and life safety education. A theory, simply stated, is an organized, systematic, and detailed guess about something. A theory provides a framework of ideas that can be used to look at and make sense out of an event or series of events that we are trying to understand. A theory does not provide the answers to every specific question about its subject matter. However, it can present a point of view from which to examine specific questions. We can "use" a theory, not by taking every piece of information and trying to "fit it in" to the theory, but by looking at the information and seeing if it helps our understanding. If the theory does not help you to understand something, you need not discard the theory, and you should not ignore the piece of information. You simply should widen the scope of your investigation to include other theories and other pieces of information. This overview is a means to provide some guiding principles to help in our search for knowledge and improvement in injury prevention education.

Development involves the growth of a person's mental structure. The internal mental structure is the way that a person perceives and makes sense out of his/her experience. It is called a structure because it is not simply a mass of facts that a person has learned, but an entire frame of reference. For example, a baby perceives things only with senses: something is warm, soft, bright, cold, loud, sweet, etc. If a baby sees a dog, it sees a moving, colored, perhaps smelly, object. It does not see a "dog"; each new dog is simply a new object, and not a member of the dog "family." To us, however, even a miniature poodle, smaller than many cats, is recognized immediately as a dog because our mental structure has been developed to include the skill to classify objects, i.e., put them into categories. So development means not just the learning of more and more facts, but the changing of the internal mental structure so that a person's entire way of seeing and understanding things is transformed.

Another important thing about development is that it is not an automatic process. If we eat right, get our rest, and don't have any serious diseases or injuries, our physical development takes place pretty much automatically. This is not true of psychological development; this occurs through interactions between a person who is ready for the transformation of mental structure and his/her environment. If the environment, including family, friends, school, church, etc., restricts a person's opportunities for such interactions, the person may not grow.

The role of the environment is to provide the best conditions for growth so that the developing person has a chance to realize his/her full potential. As a person "develops," he/she "sees" and "hears" more, and understands things in a fuller way. As a person grows, he/she will act with more reciprocity in his/her environment.

It seems clear that as a person grows, he/she does not lose the ability to understand the stages that are passed through. Just think of your own life: you probably can remember thinking that what you got for Christmas, say when you were 7 or 8 was the most important thing in the whole world. While you probably do not feel that way anymore, you still understand that point of view, and you relate to a child who may feel that way. The stages that are passed through are not really left behind; they are included in a bigger network of understanding. So you always can look back at your younger self and understand why you felt and acted the way you did, because that is still a part of you.

This all seems simple enough. Look at the implication: this means that while you may be able to understand why a child of 7 may think that Christmas gifts are the only things that matter, that child cannot understand why you don't feel that way. In fact, the child may not even be able to tell how you feel. He/She assumes that the world he/she sees is the real and the whole world. It is as if every person thinks he/she is seeing the whole picture, and it is not until a new part has been revealed that a person realizes that what went before was not the whole picture.

If development is not automatic, then it obviously is possible for one person to develop while another doesn't; from this it is clear that a 30-year-old person may be less developed psychologically than a 16-year-old. This means that the 16-year-old has passed through a stage of development that the 30-year-old has not passed through. It also means that the older person may not be able to understand exactly where the younger person is "coming from."

The person at a higher stage of development should understand and respect the point of view of the person at a lower stage. The word "stage" implies more than just a description of one static or unchanging mental structure. It implies a process of growth. Stages form a sequence; one stage follows another in a logical but not automatic way. A single stage is part of a sequence of stages and a whole process of growing, and this sequence and process is called "invariant." This means that a person does not skip around the stages in a chance fashion, but has to go through one stage to get to the next.

The movement from one stage of development to the next is usually a very slow process, and a person who is beginning to perceive and act at a higher stage often will act at a lower stage because the person is not consistently operating at the highest stage of development of which he/she is capable. Once a person moves to a higher stage of development, however, there is no going back. What has changed in the person is not simply an idea or a feeling or a belief, but a whole mental structure, a whole way of seeing the world. Even if a person doesn't like the new part which is revealed and tries to cover it back up, the knowledge will not go away; the new stage is here to stay. A person then can act at a lower stage of development, but this will not be satisfying, because he/she now knows what is possible, and will feel more adequate acting at the higher stage.

It seems that we are saying that growing is painful or scary. For almost everyone it is. Most of us like to feel secure, and we like to feel that the life that we see is the "real thing"; when we start to get clues that there may be something else, we often are frightened of the unknown. Facing the unknown means that we may have to give up old beliefs and secure ways of doing things. Facing the unknown scares us because we like to feel that we are in control of our lives. When we start to grow into a new stage of development, we begin to see our life shifting all around us. Sometimes this is uncomfortable, and at times, terrifying. We are compelled onward, and this is because the new mental structure we are growing into fits us better. Even though it is frightening and confusing, we feel that we must go on because the old ways of seeing, believing, acting, etc., just don't work for us anymore. This is a period of confusion, fear, and maybe even anger or depression. Our world really is changing, and at first we often feel that a very bad thing is happening, but it is really necessary and positive because, without this changing process, the new mental structure cannot take its place. We begin to transform and restructure our old experiences, beliefs, and feelings according to the new stage. The previous stages don't disappear, but are reorganized into the new mental structure, and we are more capable of being reciprocal, of understanding our environment, than we were before. After this whole process takes place, we still can act at lower stages, but we are most satisfied with ourselves when we are acting at the highest stage we are capable of. And of course, after a while, the whole process can begin all over again as we move to a still higher stage.

A person cannot develop to higher stages of development unless he/she feels competent, and one of the major ways of achieving a sense of "I'm OK" is in being able to meet expectations.

At the lower stages of psychological development, the environment is much more powerful than the individual, and the individual feels little ability to control the environment and has very little ability to work in cooperation with the environment. As a person develops, he/she becomes more aware of the environment and more capable of balanced reciprocal interaction.

Stage 0 development is limited to biological factors. An individual doesn't really recognize the environment except as a way to fulfill personal needs. There is no reciprocity between the self and environment.

At stage 1, the individual has achieved the capacity to recognize the environment. The interaction has begun even though the environment is seen only in a limited way. The individual sees the world as a place where authority, obedience, and punishment are the major realities. When a person feels that he/she is in an inferior position, he/she will expect to obey authority or else risk punishment. Decisions of right and wrong are made on the basis of whether or not authority is followed, or punishment is avoided. When a person feels that he/she is in a superior position, he/she will expect to be obeyed or to punish those who don't follow orders. Remember, a person at stage 1 has gone through stage 0, and is always capable of seeking to satisfy needs without regard to authority; but he/she will feel most competent when avoiding punishment successfully or following authority. Unless a person learns how to function effectively within this stage, he/she will not gain a feeling of competence in dealing with the environment, and therefore will be hindered from further growth.

At stage 2, there is a little more ability to recognize the environment. Here, a person begins to see that other people have needs too. The focus is not on satisfying the needs of others for their sake, but, on occasion, satisfying others' needs in order to maximize the "take" for the individual. The individual has gone beyond seeing others as only physically or emotionally threatening (stage 1). The person is willing to bargain with others in order to ensure that he/she gets what he/she wants. Decisions of right and wrong are made on the basis of "what will I gain?" The person is willing to give a little to get a lot. As soon as any interaction demands more than it gives back, the person will leave the situation. It is important to remember that a person at this stage of development really sees the world this way and feels perfectly comfortable acting this way with other people. Again, unless a person goes through this stage and learns how to be effective with it, he/she cannot grow beyond this. There is nothing wrong with this stage of development; it is one way of seeing the world. Also, remember that a person who can operate at stage 2 still can act at stage 1 or 0, but will prefer to operate at stage 2 because he/she feels more competent acting at his/her highest level.

At stage 3, the person's capacity to be reciprocal becomes more complex. The focus at this stage is on the need to be a member of a group, such as family or a group of friends. At this stage, a person has the capacity to accept the guidelines of membership in the group. An important thing has begun to happen in the person's growth; he/she begins to need and conform to the wants and needs of a group. A person needs and wants to be part of this special group, a group that has established rules and group expectations, like "everybody drinks, or everybody goes to the football games, or everybody goes to church, or everybody wears jeans to school, etc." Why is the person now willing to give up so much freedom and abide by group rules and pressures? Because he/she can feel included, and can feel that he/she belongs somewhere and to someone. In submitting to the rules of the group, the person can expect to be included, accepted, supported, or protected by the other members of the group. Even though this stage starts out looking

very much like stage 2 ("What's in it for me?" "Will I get to be part of the 'in' crowd?"), soon the person is included and develops the ability to be loyal, to occasionally give up things that he/she wants in order to serve the group. There is certainly more interaction here than at stage 2, but it is not yet true equality; the environment or group is still much more powerful. The individual doesn't make the rules of the group, and doesn't question his/her submission to these rules. The person sees that "being good" and following the rules and being loyal to the other group members is the natural way to interact with the environment. Being a good team member, a good son or daughter, a good member of the group gives the person a sense of satisfaction and competence which cannot be achieved by looking out only for his/her own interests. In achieving group membership, the individual has to give up many things, and this may be unpleasant; but the sense of competence gained from being loyal takes the place of stage 2 rewards and helps the person complete the transition into stage 3. Again, we should remember that a person who has stage 3 capacity always can act at lower stages, but doing so will create conflict and discomfort and will not contribute to feelings of competence; the person will tend towards restructuring his/her behavior to fit in with the new mental structure of stage 3.

At stage 4, a person has achieved the capacity to be loyal to groups that are more abstract than the groups of stage 3. In fact, at this stage, the person can be loyal to ideas or institutions. For example, at stage 3, a person may be loyal to his/her family, while at stage 4, he/she may be loyal to the ideas of the "family." The person with stage 4 capacity understands and respects the stability, support, and protection that established groups and institutions offer. The person is willing to follow rules of the Nation, the church, or the political organization because he/she senses that the breaking of these rules may contribute to the weakening or even the breakdown of the institutions. And, of course, if the institutions break down, society is threatened along with all of its individual members. Here reciprocity has reached even further than in stage 3. The person recognizes now that it makes a difference whether or not he/she gives his/her support to certain ideas or institutions. However, reciprocity is not balanced completely because the individual, for the most part, still accepts the rules of membership dictated by the institutions. A person may feel capable of favoring a change in rules of procedure or strategy, but at this stage, the person does not feel that he/she has any say about the basic fundamental rules of the group or institution. The laws of the church, State, or organization should be followed. The individual feels okay with this because the church, State, etc., contributes to the stability and order of society and, without this, lives would be overwhelmed. Again, this is the way people see the world, and they will not feel really satisfied and competent until their behavior is in line with the new mental structure of stage 4.

The person begins to recognize that he/she is not dependent on the environment for ideas, beliefs, etc., but that he/she can decide independently about these issues. The person begins to feel truly independent, self-regulating, aware of feelings, capable of deciding about important issues: capable of being truly reciprocal without giving too much power to the environment or taking too much for self. At stage 5, with this self-awareness capacity, the person begins to feel a need and a willingness to be truly reciprocal: i.e., he/she feels the need to negotiate, and to argue and debate for what he/she thinks is best.

The person feels the need (and has the capacity) to make mutual reciprocal agreements with others, which are carried out not because of fear (stage 1), desire for personal gain only (stage 2), need for inclusion (stage 3), or desire for social stability (stage 4), but because the individual feels the need to live by these agreements. Will this person then be against the church, the State, or organized groups? No, because he/she has grown through stage 4, and has learned deep respect for tradition and institutions. But the individual will not be afraid to challenge these institutions and seek and grow, because now the individual sees himself/herself as capable of acting independently to create change in the environment, rather than simply responding to changes.

Does this mean that a person at stage 5 always will act at stage 5? No, for two reasons:

1.   Just as with every other stage of development, there is always the possibility of a person reacting at a lower stage of development. However, if a person with stage 5 capacity acts at a lower stage, he/she will recognize this and feel a sense of dissatisfaction.

2.   It is important to remember that a person who has achieved stage 5 capacity undoubtedly will be dealing with many people who have not achieved this capacity. If he/she consistently acts, speaks, etc., at stage 5, many people will not understand him/her. It may be necessary for the person with stage 5 abilities to act at lower stages in order to help the growth of those who are not capable of stage 5 behavior yet.

Let's take an example: if a person who has stage 5 capacity is dealing with a person who has achieved only stage 2 capacity, and if he/she talks or acts only in stage 5 terms, there is going to be a complete lack of understanding, and nothing will be accomplished. This is because the whole picture of the world that the stage 2 person sees does not include higher stage concepts. However, a person who has become competent at stage 2 can easily understand stage 2 concepts and can even begin to intellectually understand stage 3. A person grows by beginning to understand intellectually the stage just above his/her highest achieved stage; this is followed by imitating the behavior of the highest stage, which then is followed by a true internalized knowledge of what the stage is all about. "Internalized" means that the person knows by everyday experience and feelings rather than by intellectual knowledge alone. A stage 2 capacity person may begin to understand what he/she can get out of being in a group. He/She then may begin acting like a group member without understanding what is required, and only much later begin to feel the loyalty and conformity to group rules that marks stage 3. So, in our example, if the person with stage 5 capacity really wants to communicate with and help the person with stage 2 capacity, he/she must speak and act in stage 2 (or 3) terms, because anything beyond that is completely beyond the other person's understanding.

So, the behavior of a person who has achieved stage 5 capacity can be incredibly complex, and very difficult to judge from outside the person. But the person himself/herself knows what is going on, and seeks to act in accordance with the new and

complex mental structure brought about by the achievement of self-awareness and stage 5 capacity.

The six stages of development (0 through 5) have been described. Some authors describe more than this, and there may be many more stages but, for now, we will work with just these. Keep in mind that each stage includes the stages before it, but the previous stage now is seen in a new way, based on the mental structure of the most recent stage.

You have read a basic theory of human stage development. The true test of a good theory is whether or not it provides us with a structure that allows us to continue discovering things about ourselves and our environment without either locking us into only one way of seeing things, or leaving us completely bewildered by the millions of events that take place around us every day.

This theory should help you to notice things, and should contribute to your personal growth and knowledge. Applications of this theory, when used to guide, provide content and structure to select strategies for prevention/intervention activities. This will enable us to reach our target audiences with greater certainty of anticipated outcomes. Applications of the theory will assist the learner to gain the knowledge, skills, and attitudes to incorporate healthy behavior practices into everyday lives.

STAGES OF HUMAN DEVELOPMENT WITH APPLICATIONS FOR EDUCATION

Age	Motor	Affective	Intellectual	Recommended Strategies	Characteristics for Effective Fire and Life Safety Education Programs
3 years	High-level activity--jumps; is able to ride a tricycle. Helps to dress himself/herself. Emerges outside of home to peer group.	Development of imaginary fears (e.g., of the dark), scary things, etc. Fears loud, harsh tones, gruff voices.	Intellectual: Paiget's Preoperational period, 2 to 7 years: classifies by single salient feature. Language: Short sentences combining relational words and object words, e.g., "More cookie." What they see and hear may not be in concert.	Active and sensory involvement, simple classification, repetitive jingles, action stories, directed learning in short segments, likes puppets and imaginative situations and characters. Opportunity to identify with program.	Sensory learning applications • Hearing warning and sounds such as smoke detectors • Repetition • Sight--seeing danger • Smell--good and bad smells can introduce something burning • Touch--hot and burn • Movement--Get Low and Go--exiting • Meeting place • Call for help--911 or Zero (Operator)
4 years	Dresses himself/herself. Increasing large muscle control and some small muscle control. Eye-hand coordination developing. Brushes teeth.	Loving but also quarrelsome and argumentative. Learning how to control own anger. Fears separation from parent and injury to self. Strong "mine" feelings. Uses senses.	Intellectual: Piaget's subphase of the Preoperational period: the intuitive (intuiting meanings in terms of class, relationship, etc.) Language: Engages in word games, silly humor. Asks many questions. Tries long sentences.	Active and sensory involvement, simple classification, repetitive jingles, action stories, directed learning in short segments, likes puppets and imaginative situations and characters. Opportunity to identify with program.	Sensory learning applications • Hearing warning and sounds such as smoke detectors • Repetition • Sight--seeing danger • Smell--good and bad smells can introduce something burning • Touch--hot and burn • Movement--Get Low and Go--exiting • Meeting place • Calling for help--911 or Zero (Operator)
5 years	Mature motor control with increasing developments in small muscle movements.	Strong affection for home, persons, and objects associated with it. Fears of unreal events lessened, but fear of mother leaving high.	Language: the child has mastered the basic grammar of his/her culture. Likes repetitive activity. Learns through modeling.	Active and sensory involvement, simple classification, repetitive jingles, action stories, directed learning in short segments, likes puppets and imaginative situations and characters. Opportunity to identify with program.	Sensory learning applications • Hearing warning and sounds such as smoke detectors • Repetition • Sight--seeing danger • Smell--good and bad smells can introduce something burning • Touch--hot and burn • Movement--Get Low and Go--exiting • Meeting place • Calling for help--911 or Zero (Operator)

Age	Motor	Affective	Intellectual	Recommended Strategies	Characteristics for Effective Fire and Life Safety Education Programs
6 years	Very active physically, but still clumsy; apt to get injured. Works hard in sports but tires easily.	Extremes in mood--loving and hating things. Temper tantrums. Rudeness may be common. Favorite activities and programs followed religiously. Basic emotions established but continue to develop subtlety in how, when, and where to express them.	Vocabulary expanding rapidly. Likes memorization and alliterative sounds and rhyming, very active, needs practice time.	They like to do favorite activity over and over. Begin complex reasoning and understand simple it, then situations. They like stories both real and imaginary.	• Build upon previous activities • Sees smoke, understands danger • Meeting place concepts
7 to 11 years	More integrated and coordinated motor activity. High expenditure of energy and experimentation with new skills. Shows poise.	Has definite likes and dislikes, but not as strong when expressing them. Has worries (of school work, being liked, etc.), often in good mood. There is increasing sensitivity about sex and nudity.	Piaget's period of concrete operations (7 to 11 years) where the person is able to use some logical operations like true classification, ordering, etc. Curiosity about all things. Vocabulary gains.	Likes to be in charge, masters simple reading, more than one step directions. Likes ordering and stepping activities. Questioning, likes to know how to do it right. Mastery of language and symbols. Understands danger and potential dangers. Enjoys logic	• Classifying dangers in our environment • Exit drills as a learning experience • Burn prevention • Cause and effect activities • Responsible behavior and decisionmaking • Intervention activities

Age	Motor	Affective	Intellectual	Recommended Strategies	Characteristics for Effective Fire and Life Safety Education Programs
12 to 15 years	Uneven development (e.g., hands, feet reach mature size before arms, legs), there is awkwardness until physical changes and control functions are coordinated. High performance in puberty, but lacks experiential judgment and discretion.	Variable swings of emotion reflecting concerns over appearance, new skills and achievement, or pace of physical growth. Hero worship may be present. Affection and respect for parents and other role models, not dependent on them. Affection for peers, but also opposite sex friends. Increased concern about one's body	Piaget's period of formal operations (11 to 15 years) where the development of abstract thinking and hypothesis testing occurs. Performance on standardized tests peaks. Beginning explorations with abstract social ideas.	Abstract thinking. Makes applications to self (personal situations), can work well independently. Actively involved in the learning process. Does not respond well to lecture. Can master hypothesis testing and reasoning. More difficult to get their attention and keep it. Interested in self.	• Know two ways out • Creating a safe environment • Common sense fire/injury prevention • Getting help • Burn prevention • Appropriate action when burn occurs • Making and prioritizing choices
16 to 18 years	Continues high level of motor performance, with practice adding to the experiential judgment (as in driving a car).	Strong feelings of affection and anger (especially over issues of independence). Favorable attitude about one's body and performance.	Peak of biologically based intellectual potential, which then decreases as the experientially based intelligence begins to increase.	Very capable of responsibility for self and others. Logical thinkers. Great at cause and effect problems. Good planners. Need high-interest-level activities. Capable of recognizing insincerity, lack of confidence, trust, or capability. Need to earn their respect, not given easily, once gained are loyal.	• All prevention and protection messages • General safety practices • Being responsible for creating a safe environment for self and others--especially the very young
19 to 21 years	Continues high level of motor performance, but overconfidence may become a problem.	Favorable attitude about one's body and high level of its performance. Emergence of adult affection.	"The college years" for a large number of persons. Trade and technical schools are popular with age group.	Teach, don't preach. Treat as adult learners. Recognize learning styles. Make programs relevant. Explain consequences and cost relationships. Respectful of dangers or potential dangers when explained. Personal application i.e., cost, insurance, etc., proves helpful when asking for behavior change.	• General information regarding problem • Fires--prevention-intervention • Working smoke detectors • Careless handling of matches • Two ways out • Alcohol/Smoking--Share data, encourage safe practices

Age	Motor	Affective	Intellectual	Recommended Strategies	Characteristics for Effective Fire and Life Safety Education Programs
22 to 40 years	Continued high level of motor performance with increased judgment. Motor performance does not necessarily decrease even with physical changes, if one exercises routinely.	Emergence of psychological and social maturity. Also, social stresses appear in occupational area, family, and social life. Favorable attitude toward one's body, even with changes in agility, etc., some culturally bound negative feelings about being "over 30."	A period of major creative contributions for persons in some fields--mathematics, physics. Creativity reaches its highest output on the average; different occupation, such as law, manifest major contributions at later ages.	Treat with respect, recognize any special needs, teach with adult materials that have relevancy to this audience. Build on good parenting techniques.	• General information • Kitchen fires • Family exit drills • Maintaining a safe environment (e.g., frayed cords, careless handling of matches) • Checking environments of family members (both younger and older, such as parents) to encourage safe practices--caring enough to model practices
41 to 60 years	Some of the senses are not as keen.	Fears of aging may emerge. Concerns about discrepancy between career aspirations and realities; changes in one's body are becoming noticeable	Vocabulary and information peak around forties. Comprehension skills declining slightly, and arithmetic and other subtests of Wechsler-Bellevue Scale show decline during middle age.	Recognize experience, be respectful of lifestyle, teach with adult materials that have relevancy for this audience. Good advocacy possibilities. Can be informed about dangers and potential dangers and be effective in creating safe environments for their aging parents.	• General--with consideration for limitations of living arrangement changes. • Review general practices and upgrade with current information.
61 to end of life	Performance may be at same levels as earlier, but experience rather than agility helps to attain goals.	Grief concerning widowhood. Depending on personality and social environment, some are satisfied with retirement's disengagement; others are frustrated by inactivity forced on them.	Vocabulary and information begin to decline, as other cognitive functions have done earlier. But the decline in overall "verbal" intelligence is very gradual.	Be sensitive to emerging physical limitations, use adaptive techniques toward fire and life safety behaviors. Treat as responsible adults in non-condescending manner. Can be tremendous supporters.	• General safety practices and prevention with special consideration for limited mobility.

APPENDIX C

Prevention First

Fire safety education for preschool children and families

Help Keep Your Family Safe from Fire!

How?

COMPLETE THE FIRE SAFETY ACTIVITIES
YOUR CHILD BRINGS HOME

Thank you for being a part of
Prevention First.

Teacher Name _____
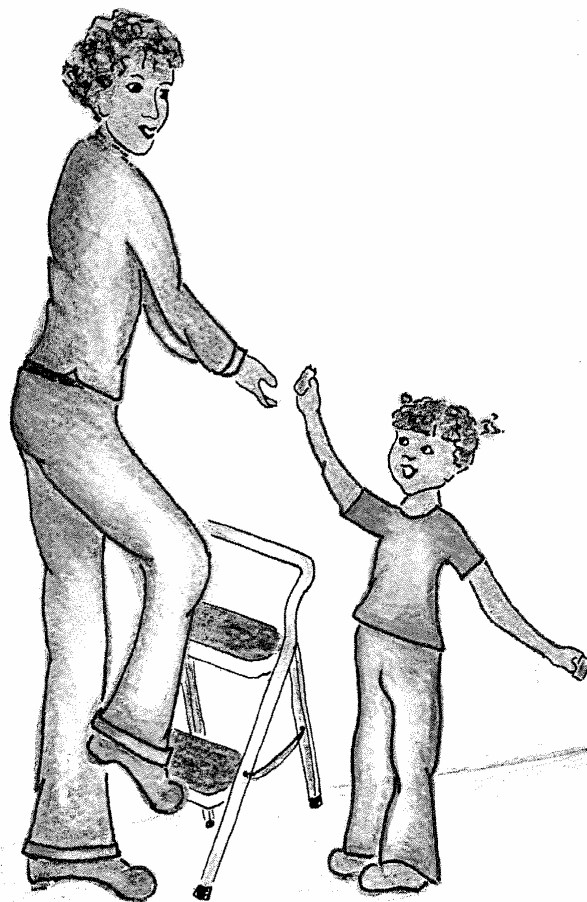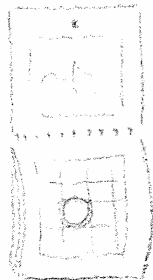
*Used with permission of Fireproof Children.

Smoke detectors save lives

We change our battery every six months

YES ☐   NO ☐

Prevention First

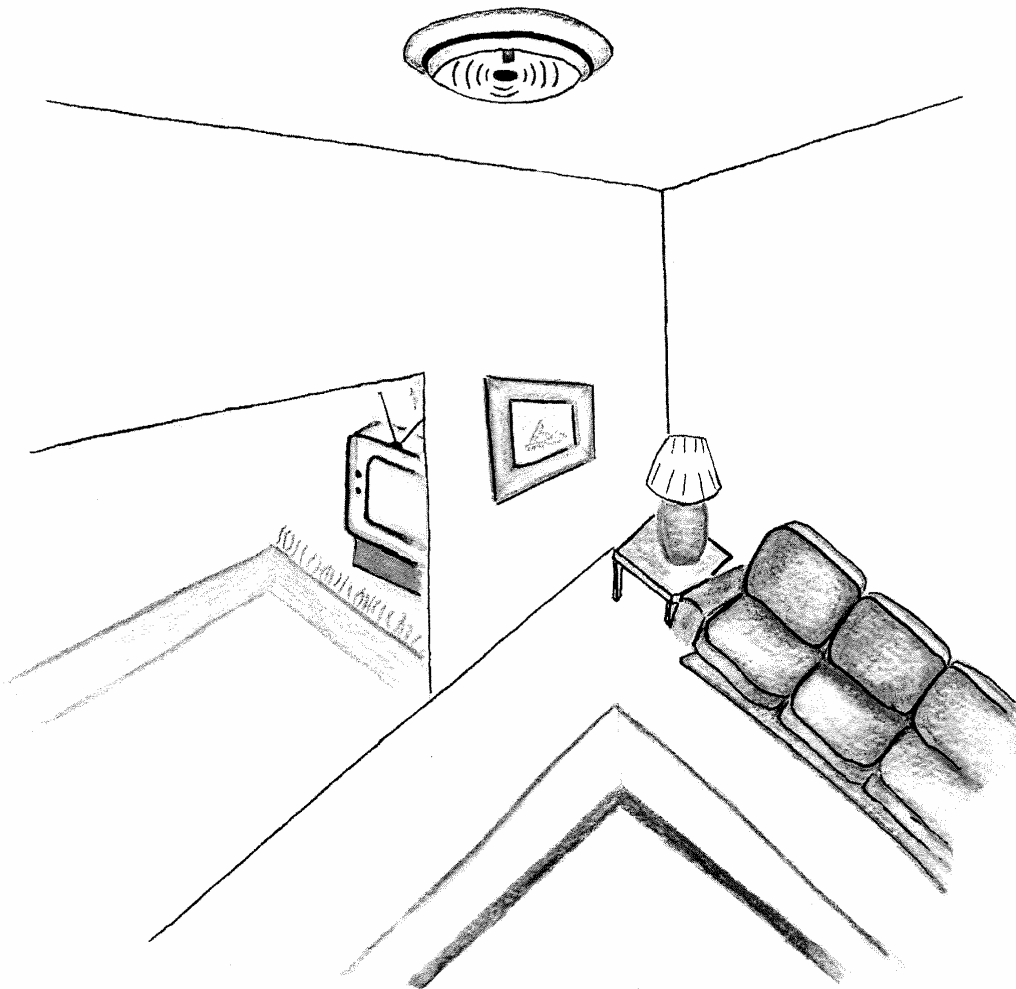Fire safety education for preschool children and families

We have a working smoke detector

YES ☐   NO ☐

We will call our local fire department

to ask for one   YES ☐   NO ☐

Prevention First

Fire safety education for preschool children and families

We keep matches and lighters
out of sight and out of reach

YES ☐   NO ☐
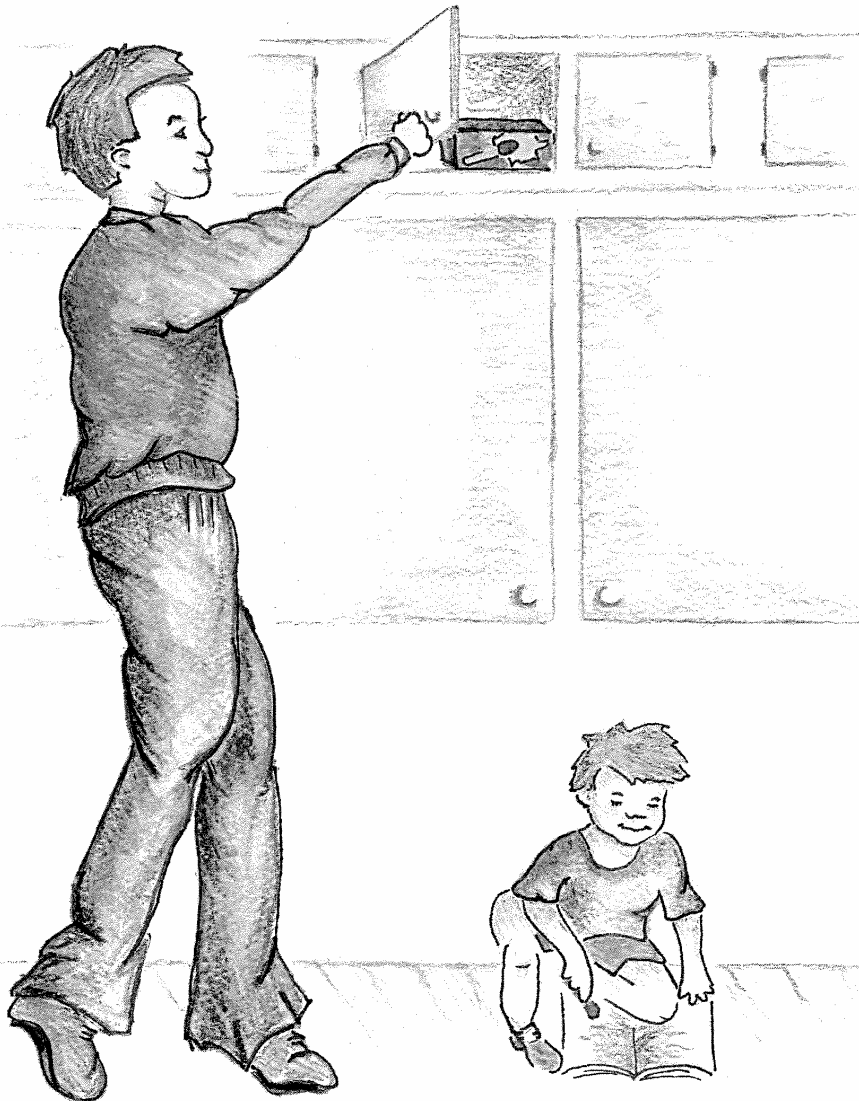
Prevention First

Fire safety education for preschool children and families

Our family has an exit plan

YES ☐   NO ☐

We have practiced our exit plan

YES ☐   NO ☐
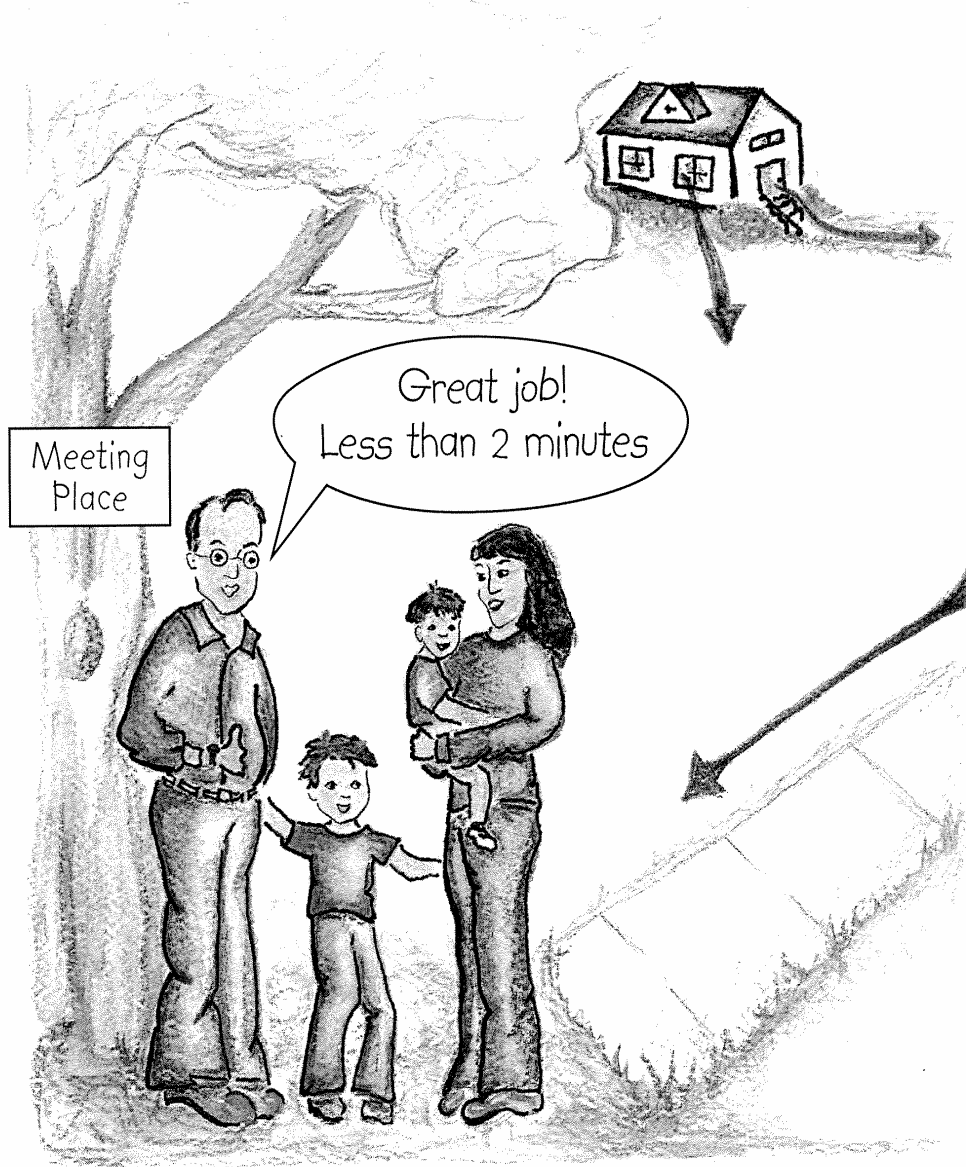
Prevention First

Fire safety education for preschool children and families

Meeting Place

Great job!
Less than 2 minutes

How Safe is Your Family?

Prevention First

Fire safety education for preschool children and families

OUR HOME

☐ Our home has a working smoke detector on every level.

☐ We change the batteries in our smoke detectors every six months.

☐ We practice an Emergency Exit Plan every six months.

☐ We have a meeting place if we have to get out of the house in a hurry.

OUR FAMILY

☐ My children know that fire is for grown-ups only.

☐ Our rule is to tell a grown-up if our children do find matches or lighters.

☐ Our family knows how to crawl low under smoke.

☐ Matches and lighters are kept out of sight and out of reach in our home.

APPENDIX D

School Prevention Programs

Level	Program	Description	Source
Preschool	OKC Firesmart Kids Program	A comprehensive curriculum teaching nine critical fire safety lessons using a variety of teaching methods designed for preschoolers	Oklahoma City Fire Department Public Education 820 NW 5th Street Oklahoma City, OK 73106 (405) 297-3314
	Learn Not to Burn English/Spanish	A program guide for teachers and three resource books to help teach key fire safety and survival skills to preschoolers.	National Fire Protection Assoc. 1 Batterymarch Park Quincy, MA 02269 (617) 770-3000
Preschool	Safer Kids! A Community Action Guide for Children's Fire Safety Program	A program that includes lesson plans, games, and a videotape for preschoolers sponsored by BIC.	National Fire Service Support Systems One Grove St. #210 Pittsford, NY 14534 (716) 264-0840
Elementary School	Fireproof Children Education Kit	Seventy ready-to-use activities for fire safety educators and classroom teachers for students in K-6.	Fireproof Children 20 North Main St. Pittsford, NY 14534 (716) 264-0840 www.fireproof children.com
	Learn Not to Burn	A classroom curriculum that teaches 25 key fire safety behaviors to K through 8th graders.	National Fire Protection Assoc. 1 Batterymarch Park Quincy, MA 02269 (617) 770-3000
Middle School	Skills Curriculum for Intervening with Firesetters	A 14-lesson guide for 13- to 17-year-olds that identifies the causes of firesetting.	Eric Elliot 3150 Wayside Loop Eugene, OR 97477 (541) 682-4742

Level	Program	Description	Source
	The Science of Sizzle	A middle school science curriculum covering six areas: combustion, electricity and fire, natural gas, flammable liquids fire in the environment, and the science of fighting fires.	F.I.R.E. Solutions, Inc. PO Box 2888 Fall River, MA 02722 (508) 636-9149
High School	Challenge for Life	A comprehensive high school curriculum that teaches fire safety and survival skills.	Fire Education Georgia Fire Academy (912) 993-4670

Risk Watch

http://www.nfpa.org/riskwatch/

Risk Watch is the first comprehensive injury prevention program available for use in schools. Developed by NFPA (National Fire Protection Association) with co-funding from the Lowe's Home Safety Council and in collaboration with a panel of respected safety and injury prevention experts, *Risk Watch* gives children and their families the skills and knowledge they need to create safer homes and communities.

Risk Watch is a school-based curriculum that links teachers with community safety experts and parents. The curriculum is divided into five age-appropriate teaching modules (Pre-K/Kindergarten, Grades 1-2, Grades 3-4, Grades 5-6, and Grades 7-8).

APPENDIX E

Fire Service Prevention Programs

Method	Program	Description	Source
Community Activities	National Fire Prevention Week	A nationally coordinated effort the first week in October designed to raise public awareness about fire safety.	United States Fire Administration
	National Arson Awareness Week	A relatively new national public awareness program during the first week in May focused on arson prevention and control.	International Association of Arson Investigators
Media Campaigns	Curious Kids Set Fires	Press packet promoting national media campaign on fireplay and firesetting.	United States Fire Administration
	Big Fires Start Small	National media kit designed to explain the problem of children playing with matches.	National Fire Protection Association

APPENDIX F

JFIS
Suggested Messages

Pre-K

Fire Prevention

☐ What's Hot / What's Not
☐ What makes fire?
☐ Good fire / Bad Fire
☐ What is fire like?
☐ Fire is hard to put out
☐ Fire tools…what are they?
☐ Rules for fire tools (tools vs. toys)
☐ Go tell a grownup when you find matches or lighters

Fire Survival

☐ Know the sound of a smoke alarm
☐ Know where to go if the smoke alarm goes off
☐ Know two ways out of every room
☐ Crawl low under smoke
☐ Stop, Drop, Roll and cover your face if your clothes catch on fire
☐ Cool a burn
☐ When to call the fire department (What is an emergency?)
☐ Know your emergency phone number

Notes

Curriculum resources include, but are not limited to, NFPA Learn Not to Burn Curriculum and Resource Books, NFPA Risk Watch, Fireproof Children – Handbook for Firefighters, Fire Stoppers of Washington – A Family's Response to Firesetting, A Kid's Fire Safety Workbook, A workbook for Kids about Fire

1st – 2nd Grade

Fire Prevention

☐ Fire is a tool
☐ Rules for fire tools
☐ What is fire like?
☐ How fast is real fire?
☐ Go tell a grownup when you find matches or lighters
☐ Tell a grownup if your friends are using fire
☐ Physical consequences of fire (injury, death, property)
☐ Make the right choice about using fire (use with supervision)
☐ Have a working smoke alarm

Fire Survival

☐ Know and practice a home escape plan
☐ Cool a burn
☐ Stop, Drop, Roll and Cover your face if your clothes catch fire
☐ Crawl low under smoke
☐ Get out and stay out if your house is on fire
☐ Call the fire department from a neighbor's house

Notes

Curriculum resources include, but are not limited to, NFPA Learn Not to Burn Curriculum and Resource Books, NFPA Risk Watch, Fireproof Children – Handbook for Firefighters, Fire Stoppers of Washington – A Family's Response to Firesetting, A Kid's Fire Safety Workbook, A workbook for Kids about Fire

JFIS
Suggested Messages

3rd – 4th Grade

- ☐ Know and practice a home escape plan
- ☐ Know how to respond to a cooking fire on the stove or in the oven
- ☐ Cool a burn
- ☐ Stop, Drop, Roll & Cover your face if your clothes catch fire
- ☐ Get out and stay out if your house is on fire
- ☐ Call the fire department from a neighbor's house

- ☐ Fire is a tool
- ☐ Rule for fire tools
- ☐ What is real fire like?
- ☐ How fast is real fire?
- ☐ Go tell an adult when you find matches or lighters
- ☐ Tell an adult if your friends are using fire
- ☐ Physical consequences of fire (injury, death, property)
- ☐ What are the legal consequences of using fire inappropriately?
- ☐ Make the right choice about using fire (use with supervision)
- ☐ Identify and correct fire hazards in the home
- ☐ Have a working smoke alarm

Curriculum resources include, but are not limited to, NFPA Learn Not to Burn Curriculum and Resource Books, NFPA Risk Watch, Fireproof Children – Handbook for Firefighters, Fire Stoppers of Washington – A Family's Response to Firesetting, A Kid's Fire Safety Workbook, A workbook for Kids about Fire

JFIS
Suggested Messages

5th – 6th Grade

☐ Know and practice a home escape plan
☐ Know how to respond to a cooking fire on the stove or in the oven
☐ Cool a burn
☐ Stop, Drop, Roll & Cover your face if your clothes catch fire
☐ Get out and stay out if your house is on fire
☐ Call the fire department from a neighbor's house

Curriculum resources include, but are not limited to, NFPA Learn Not to Burn Curriculum and Resource Books, NFPA Risk Watch, Fireproof Children – Handbook for Firefighters, Fire Stoppers of Washington – A Family's Response to Firesetting, A Kid's Fire Safety Workbook, A workbook for Kids about Fire

☐ Fire is a tool
☐ Rule for fire tools
☐ What is real fire like?
☐ How fast is real fire?
☐ How fast is real fire?
☐ Peer pressure (everyone else does it) ...how to say no, tell an adult.
☐ Tell an adult if your friends are using fire
☐ Physical consequences of fire (injury, death, property)
☐ What are the legal consequences of using fire inappropriately?
☐ Make the right choice about using fire (use with supervision)
☐ Identify and correct fire hazards in the home
☐ Have a working smoke alarm
☐ Where do we get our ideas about fire?
☐ What's real and not real? (TV / Movies / Video Games / Parents / School / Fire Department)
☐ Can you (child / teen) control fire?
☐ Responsibility of using a fire tool
☐ Do the right thing (moral reasoning)

JFIS
Suggested Messages

7th – 12th Grade

- [ ] Know and practice a home escape plan
- [ ] Know how to respond to a cooking fire on the stove or in the oven
- [ ] Cool a burn
- [ ] Stop, Drop, Roll & Cover your face if your clothes catch fire
- [ ] Get out and stay out if your house is on fire
- [ ] Call the fire department from a neighbor's house

- [ ] Fire is a tool
- [ ] Rule for fire tools
- [ ] What is real fire like?
- [ ] How fast is real fire?
- [ ] How fast is real fire?
- [ ] Peer pressure (everyone else does it) ...how to say no, tell an adult.
- [ ] Tell an adult if your friends are using fire
- [ ] Physical consequences of fire (injury, death, property)
- [ ] What are the legal consequences of using fire inappropriately?
- [ ] Make the right choice about using fire (use with supervision)
- [ ] Identify and correct fire hazards in the home
- [ ] Have a working smoke alarm
- [ ] Where do we get our ideas about fire?
- [ ] What's real and not real? (TV / Movies / Video Games / Parents / School / Fire Department)
- [ ] Can you (child / teen) control fire?
- [ ] Responsibility of using a fire tool
- [ ] Do the right thing (moral reasoning)
- [ ] Fire behavior / dynamics
- [ ] Flammable liquids / vapors
- [ ] Legal consequences of arson
- [ ] Consequences for family and friends

Curriculum resources include, but are not limited to, NFPA Learn Not to Burn Curriculum and Resource Books, NFPA Risk Watch, Fireproof Children – Handbook for Firefighters, Fire Stoppers of Washington – A Family's Response to Firesetting, A Kid's Fire Safety Workbook, A workbook for Kids about Fire

APPENDIX G

THE DEVELOPMENT OF AN EDUCATION PROGRAM EFFECTIVE IN REDUCING THE FIRE DEATHS OF PRESCHOOL CHILDREN

Sharon Gamache, National Fire Protection Association Center for High-Risk Outreach and Don Porth and Earl Diment, Portland, Oregon, Fire and Rescue

SUMMARY

Each year in the United States, an estimated 700 children aged five and under die in home fires. Representing 20 percent of the fire deaths each year, this age group has a fire risk that is double the national average[1] Children playing with matches and lighters and other fire sources started about 91,810 fires per year from 1993 through 1997, which resulted in an estimated 338 deaths and 2,624 injuries each year. Preschool children are the most frequent victims of fires started by children playing with matches or lighters.[2]

To address the problem of fire deaths among young children, the NFPA Learn Not to Burn® Foundation, now known as the Center for High-Risk Outreach, created the Learn Not to Burn Preschool Program[3] for children ages 3 to 5. The program was evaluated among children in Head Start programs in North Carolina and showed a 37% knowledge increase from the pre-test to post-test[4]. In addition, several states and localities have implemented the program, including Portland, Oregon, which experienced a reduction of the number of child-set fires.

INTRODUCTION

Since its earliest days, NFPA has emphasized fire safety education as a way to reduce fire deaths, injuries, and property loss. Over the years, NFPA's efforts have evolved into a national program of fire safety awareness and education called the *Learn Not to Burn Program*, which stresses teaching positive, practical fire safety behaviors.

After several years of development, testing, and evaluation, NFPA introduced its *Learn Not to Burn Curriculum[5]* in 1979 in an effort to reduce fire deaths and injuries to school-aged children. By the late 80's, the curriculum, which helps classroom teachers convey positive messages children can take with them into adulthood, had reached more than 50,000 elementary school classrooms nationwide and was credited for saving more than 100 lives. The curriculum's 25 key fire safety behaviors were divided into three levels for children in kindergarten through the eighth grade.

Because of the higher rate of preschool children who were dying in fires, however, it became obvious by the late 1980s that there was a great need for a program that targeted younger, preschool-aged children. Children ages five and younger need different kinds of educational materials and messages than older children, since they are less able to control their environments, are more dependent on adults, and are less likely to have received formal instruction or understand fire safety. NFPA's Learn Not to Burn Foundation, which became known as the Center for High-Risk Outreach in 1995, took on the challenge of developing a curriculum addressing the needs of children aged three to five.

The result was the *Learn Not to Burn Preschool Program*, which the Learn Not to Burn Foundation developed as part of a multidisciplinary approach to reducing fire deaths and injuries among young children. The program is intended to take its place among other methods for reducing injuries, including legislative and engineering methods, such as those advocating the development and adoption of child-resistant lighters, and educational programs that teach caregivers to keep matches and lighters out of the hands of children.

NFPA emphasized several basic approaches during the development of the *Learn Not to Burn (LNTB) Preschool Program*. Among these were:

1.   Teaching young children the necessary fire safety awareness and skills in a non-threatening way, without the use of props such as burned toys or pictures of burned people. It says "Don't Scare children--Teach Them What to Do."

2.   Using a variety of activities to get behaviors across to young children, who learn best when they use all their senses. Activities should vary and be participatory, and the lessons should be short but repeated to reinforce the concepts.

3.   Introducing new adults, such as firefighters, into the child's environment.

4.   Encouraging parents to know what their children are learning and asking them to reinforce the fire safety concepts at home.

KEY BEHAVIORS

The *Learn Not to Burn Preschool Program* emphasizes eight key behaviors:

1.   Stay away from hot things that can hurt.

2.   Tell a grown-up when you find matches and lighters.

3.   Stop, drop, and roll if your clothes catch fire.

4.   Cool a burn.

5.   Crawl low under smoke.

6.   Know the sound of the smoke alarm.

7.   Practice an escape plan.

8.   Recognize the firefighter as a helper.

Each of the eight lessons contains goals and objectives, information for the teacher, a lesson plan, a song lesson plan with an original song, and additional learning/play activities.

Among the goals and objectives are knowledge objectives and action objectives. An example of a knowledge objective is, "The child will state that matches and lighters are hot and can hurt children." An example of an action objective is "The child will tell a grown-up immediately whenever the child finds matches or lighters."

Information for the teacher is the technical background on the subject or the severity of the problem, while the lesson plan explains how to teach the lesson and the materials needed. The song lesson plan includes a cassette tape of songs that reinforce each behavior in the program, with the words and instructions on teaching the song, as well as activities to be used with the song. Additional learning/play activities are more ideas on how to teach the behavior.

FIELD TEST AND PRE- AND POST-TEST EVALUATION

The original pilot test of the *LNTB Preschool Program* was carried out at the Frances L. Hiatt Child Care Center in Worcester, Massachusetts. A teacher's guide with lesson plans and activities was field-tested by more than 460 day-care teachers, firefighters, and members of the National Association of Insurance Women in teacher workshops in New England and in Pennsylvania, New York, New Jersey, and Maryland. The songs, written by folksinger Jim Post, were field-tested and modified over a year's time to ensure that their message was accurate and that the songs held the children's attention.

Both the lesson plans and the songs were then tested in Head Start programs in North Carolina in January 1991 to determine the level of fire safety knowledge among preschool children and to document and measure the curriculum's effectiveness. Evaluation instruments addressing four separate fire safety behaviors were developed specifically to measure verbal skills and to differentiate between hot and cold and psychomotor skills in demonstrating certain behaviors.

The Foundation chose to test the program in North Carolina because it is part of the "burn belt" , southeastern states where people are at higher risk of fire death than they are in many other areas of the United States. In addition, NFPA had good relations with the

Insurance Commission and the North Carolina Burn Center, two organizations that cooperated in the testing.

The Crosby Head Start Center in Raleigh, and the Bynam and Mitchell Chapel Head Start Centers in very rural areas in North Carolina were chosen for the pre- and post-test evaluation. Head Starts, government-supported educational program targeting preschoolers from low- income communities, were chosen because the Learn Not to Burn Foundation's mission was to reduce fire deaths and injuries among those at highest risk.

The evaluation team met with the Crosby Head Start Center on January 17, 1991 and the Bynam and Mitchell Chapel on January 18 for approximately two and a half hours. During the first portion of the session, the team met with the teachers and their assistants to explain the program and discuss the lessons they would teach over the following weeks. The *LNTB* teacher's guide was written in such a way that teachers would be able to teach the program with a minimum of outside instruction.

In the second portion of the session, the evaluation team met with the students. Using pre-lesson survey evaluation forms, the team members asked the children questions designed to elicit both knowledge and performance-based responses. Each child was interviewed individually while his or her teacher observed in the background, and the child's responses were recorded on a previously designed form.

During the two weeks following the interviews, the teachers presented the lessons provided in the curriculum. The evaluation team then revisited the Centers on February 5 and 6, 1991, and, using the format established in the initial session, interviewed the children individually, asking the same questions they had for the pre-lesson survey. The responses were again recorded.

There were 39 preschool-aged children in the pre-lesson survey and 51 children in the post-lesson survey, including 37 of the original 39. Eighteen of the children in the pre-lesson survey were boys and 21 were girls; in the post-lesson survey, 24 were boys, and 25 were girls. The children represented a mix of ages, although most were four years old. Most of the children were also African-American.

The four behaviors tested were "Don't touch hot things," "Tell a grown-up when you find matches and cigarette lighters," "Stop, drop, and roll when your clothes catch fire," and "Crawl low under smoke to get out." Each child was rated as "Able to articulate or perform all of the behavior," "Able to articulate or perform part of the behavior," and "Unable to answer or gave wrong answer."

An example of a related question for the behavior "Crawl low under smoke to get out" is "I want you to tell me. You wake up at night and see a lot of smoke in your room. What do you do?" An acceptable answer would be, "I crawl low under smoke to get out." If the child answered only one part of the question, such as "I get out" or "I crawl low under smoke," the child would be rated as "able to articulate or perform part of the behavior."

If the child couldn't answer or gave the wrong answer, he or she was rated as "Unable to answer or gave wrong answer."

Between the pre-test and the post-test, the increase in performance and knowledge among children at Bynam was 22 percentage points. At Mitchell Chapel, the increase was 49 percentage points, and at Crosby, it was 43 percentage points.

Since the evaluation team did not monitor the classroom lessons, it is difficult to know whether the teaching in the Bynam school differed from that of the other schools. However, the evaluation team was informed that the Bynam teacher did not have a cassette player and so did not use the fire safety songs to enhance the lessons.

For all questions in all three of the schools, the increase in performance and knowledge between the pre-test and the post-test was 40 percentage points for the boys and 36 percentage points for the girls. Overall, the increase was 37 percentage points.

Once the evaluation was completed, NFPA finished production of the *Learn Not to Burn Preschool Program* and the implementation of the program began in the United States and Canada.

IMPLEMENTATION IN PORTLAND, OREGON

One of the early adopters of the program was the city of Portland, Oregon, which believed that, although it is important to measure the knowledge gain accomplished by a fire safety education program, it is even more important to measure the effectiveness of the program in reducing fire deaths and injuries in the target population.

As a result of this philosophy, Portland Fire and Rescue has long embraced education as one of the keys to reducing the fire problem. Unlike engineering and enforcement, education can affect all facets of the fire problem, particularly those over which there is little or no regulatory authority.

During the mid-1980's, fire death data showed that the fire death rate for children in Portland[6] was at or above the national average. But more disturbing was the fact that children were at even greater risk of death in fires set by children. Upon further review, it was found that almost all of the child-set fire deaths occurred within the preschool-age group.

Along with existing educational programs, Portland launched a focused effort to address youth firesetting in January 1986 and has monitored the data on child-set fires very closely ever since (see Figure 1). One of the original goals of the program was to intervene in the firesetting child/family to prevent on-going firesetting behavior. A secondary goal was a clearer picture of the children's firesetting activity that would lead to the development of educational strategies to help reduce such firesetting behaviors.

Of the 17 victims who died in fires started by children from 1986 to 2000, 14 were children within the preschool-age range. The other three were adults. Sixteen of these fire deaths occurred during the eight years before the program was implemented during fiscal years 1992-1993 and 1994-1995. During the six years following the implementation of significant educational strategies targeting preschool age children, only one such death was recorded.

FIGURE 1 – Child-Caused Fire Deaths					
Fiscal Year	Child Caused Deaths	Child Deaths	Adult Deaths	Fire Deaths From other Causes	Total Fire Deaths	% of deaths Attributed to child-set fires
1986*	6	5	1	8	14	42.8%
1986-1987	3	3	0	8	11	27.3%
1987-1988	1	1	0	4	5	20.0%
1988-1989	0	0	0	5	5	0.0%
1989-1990	0	0	0	8	8	0.0%
1990-1991	2	2	0	12	14	14.3%
1991-1992	0	0	0	10	10	0.0%
1992-1993	**0**	**0**	**0**	**10**	**10**	**0.0%**
1993-1994	4	2	2	12	16	25.0%
1994-1995	**0**	**0**	**0**	**7**	**7**	**0.0%**
1995-1996	0	0	0	5	5	0.0%
1996-1997	0	0	0	11	11	0.0%
1997-1998	0	0	0	5	5	0.0%
1998-1999	0	0	0	3	3	0.0%
1999-2000	1	1	0	6	7	14.3%
Totals	17	14	3	114	131	13.0%
* Program began January 1st, mid0fiscal year/**Boldface** indicates implementation years						

To utilize the information gained in the juvenile firesetting intervention program, it became necessary to understand child-firesetting motivations. These fall into three basic categories: curiosity, reactionary, and extreme concern.

Curiosity is a term that means a child's firesetting will most likely be resolved by the presentation of educational intervention. The child's firesetting behavior is most likely a result of a lack of information about fire and its consequences.

Reactionary is a term describing the firesetting behavior as a reaction to some type of stress or crisis occurring in the life of the child and/or family. Educational intervention, while important, will not likely resolve the firesetting behavior. Some type of behavior modification is more often necessary. This need may require mental health intervention, medical treatment, parental intervention/training, or other such assistance.

Extreme Concern represents children who have an immediate need for some type of intervention beyond education. When a child presents a behavior profile that, coupled with the firesetting behavior, makes it appear likely that the firesetting behavior will continue before the family can access qualified assistance, they are categorized as **Extreme Concern** fire setting. Urgency is the key criteria for this category.[7]

Children most often engage in firesetting behavior because they are curious about it or are reacting to some type of stress or crisis. Of primary concern is the motivation of the curious child. While all child-set fires are preventable, those motivated by curiosity are particularly preventable since the behavior is driven by a lack of knowledge or information about fire. The limited learning opportunities most preschool age children have, coupled with their high risk of death in child-set fires, make them a prime target for life-saving education.

Figure 2 shows how the 14-year history of Portland's program has categorized the motivation for child firesetting. The category "Extreme Concern" was not used until 1992-93.

FIGURE 2 – Firesetting Motivation				
Fiscal Year	Curiosity		Reactionary	Extreme Concern	Total
1990-1991*	133	66.2%	68	-	201
1991-1992	130	69.5%	57	-	187
1992-1993	**81**	**57.0%**	**60**	**1**	**142**
1993-1994	114	65.1%	55	6	175
1994-1995	**80**	**61.5%**	**44**	**6**	**130**
1995-1996	71	68.9%	29	3	103
1996-1997	102	75.0%	27	7	136
1997-1998	65	72.2%	24	1	90
1998-1999	62	66.7%	27	4	93
1999-2000	51	63.4%	27	0	78
Total	889	66.6%	418	28	1335
*Detailed data collection began July 1, 1990/**Boldface** indicates implementation years				

Overall, two-thirds of the preschool children seen in the juvenile firesetting intervention program were referred for reasons of curiosity. In theory, the likelihood that they would have set the first fire would have been greatly reduced if these children had possessed some understanding of fire and fire safety. The challenge was reaching them most effectively with this proactive education.

Preschool-age children have few formal learning opportunities on which to draw. They develop most of their knowledge by watching the adults in their lives, primarily their caregivers, perform tasks that are often unsafe or inappropriate, although the adults do not realize that they are. Adults light cigarettes, use charcoal barbecues, and light candles for birthdays, all of which may appear to preschool-age children as simple, meaningless tasks performed without any thought--simple, meaningless tasks that they can perform, too. Adults' actions will always speak louder than the words they use to try to dissuade children from the same behavior. In the end, children usually behave like their caregivers.

In addition, preschool-age children are often difficult to reach, unlike children enrolled in school. Fortunately, many children participate in childcare and in early childhood education programs, so working through such programs seemed to be the best, most efficient way to reach the target audience to reduce curiosity-driven firesetting.

Portland chose to address this fire problem using *Learn Not to Burn Preschool Program* because the city enjoyed a long-standing relationship with NFPA and knew that the LNTB Program was well researched and developed. While the LNTB Preschool Program had been shown to provide educational gain in program participants, the type of behavior changes Portland sought had not yet been shown, however.

In fiscal year 1992-1993, the *LNTB Preschool Program* was delivered to 29 Head Start Preschool Program classrooms in Portland. The teachers were given a one-hour in-service training which explained the nature of the problem driving the program, as well as the use and delivery of the curriculum. Firefighters specializing in fire and life safety education provided on-going classroom support if the teachers requested it. Anecdotally, the teachers who received the curriculum were enthusiastic about the topic and the product.

The program was not formally evaluated, and teachers were not asked to pre- and post-test the curriculum because Portland was satisfied with the documentation of effectiveness provided by NFPA. The primary means of evaluation would focus on behavioral changes, which would be measured against the history of the juvenile fire problem in Portland.

In 1994-95, it was decided to expand the outreach to a wider network of preschool-age children in group child care facilities, which catered to 12 or more children in a nonresidential setting, registered with the state of Oregon. A similar learning tool, called "Play Safe! Be Safe!"[8] developed by the BIC Corporation for the 3- to 5-year age group, was chosen for this audience. The program, while packaged differently, consisted of the same behaviors and educational philosophies and methodologies as the *LNTB Preschool Program.*

Over 175 of the program kits were distributed to group childcare facilities in Portland. Again, no evaluation measures were used. Rather, the fire data documenting behavioral

changes would provide the evaluation. Positive feedback similar to that resulting from the *LNTB Preschool Program* distribution was received.

Figure 3 shows the history of referrals to the youth firesetting intervention program for 3-5-year-olds, the target age group for this effort. These figures represent the percentage of children in the "Curiosity" category, as compared to the total number of referrals to the program in each fiscal year. The "Curiosity" children are those determined to be most receptive to behavioral changes due to appropriate knowledge and education.

FIGURE 3 – Referrals To Program – 3 to 5 Year-Old Children	
Fiscal Year	% of referrals to Program in 3-5 year age group
1990-1991*	5.1%
1991-1992	5.2%
1992-1993	**4.5%**
1993-1994	2.7%
1994-1995	**1.3%**
1995-1996	2.4%
1996-1997	1.8%
1997-1998	2.4%
1998-1999	3.2%
1999-2000	3.4%
Average- 3.3%	Average since 1994-1995-2.4%
* Detailed data collection began July 1, 1990/**Boldface** indicates implementation years	

As can be seen, the number of children referred to the youth firesetting intervention program in the target age group dropped significantly after delivery of these educational tools. These reductions correspond to the reduced fire death rates seen in Figure 1 and the reduced fire incidents shown in Figure 4. Put simply, the youth fire problem began to decline significantly after the educational programs were implemented for the high-risk audience in the preschool-age group. The overall reduction in fires was also felt to be due, in part, to the knowledge base these children carried with them as they grow older and move out of the preschool age group.

Figure 4 shows not only the number of youth-caused fires in a steep decline, but also a decline in the relationship between youth fires and total fires. While the total number of fires in Portland has dropped, youth-set fires also continue to decline.

FIGURE 4 – Youth-Caused Fires			
Fiscal Year	Total Fires For Year	Youth-Caused Fires For Year	% Youth Fires to Total Fires
1990-1991*	3158	243	7.7%
1991-1992	3347	301	8.9%
1992-1993	**3103**	**258**	**8.3%**
1993-1994	3158	376	11.9%
1994-1995	**3202**	**360**	**11.2%**
1995-1996	2859	274	9.6%
1996-1997	2738	207	7.6%
1997-1998	2527	172	6.8%
1998-1999	2659	177	6.7%
1999-2000	2855	163	5.7%
% drop since 1994-1995		57.7%	49.1%
*Detailed data collection began July 1, 1990/**Boldface** indicates implementation years # Certain fires within schools were not being included in the youths fires. When included in prior years, this would have increased the 1990-1991, 1991-1992 and 1992-1993 totals by approximately 2%.			

As time passes, however, the numbers have slowly begun to climb, so this approach is currently being implemented again.

Portland Fire & Rescue feels that efforts to increase the safety of preschool-aged children are effective when effective and well-designed educational programs, such as the *LNTB Preschool Program* are used. Death, injury, and the damaging effects of fire can be reduced through such efforts.

IMPLEMENTATION IN OTHER STATES

The Learn Not to Burn Foundation also worked with organizations in several other high-risk southern states to implement the *LNTB Preschool Curriculum* statewide in an effort to reduce the number of deaths and injuries among the state's preschoolers and their families, and to rally various fire service and education groups around the issue of fire safety.

Three states in particular--Mississippi, Arkansas, and West Virginia--were the focus of considerable effort.

The Mississippi Association of Fire Chiefs, a meeting of which resulted in the effort to reduce fire deaths in the state by implementing the *LNTB Preschool Program*, first invited the Learn Not to Burn Foundation into Mississippi in 1993. Mississippi picked the Preschool Program because the cost was low, it reached a high-risk group, and it used

interactive materials, songs, and colorful materials, making it both fun for instructors and accessible to children.

Since 1993, the Center for High-Risk Outreach has run teacher training workshop on the *LNTB Preschool Program* in all regions of the state. The Head Start Association and the Mississippi Department of Public Health/Early Childhood Unit were both involved in the organizing and training efforts, and nearly 2,000 Head Start and preschool teachers have been trained on the Program. The Program materials have been donated by the Foundation, the Mississippi Insurance Council, and the Mississippi Association of Fire Chiefs.

The Center for High-Risk Outreach has also run two train-the-trainer sessions for local fire-safety educators so that they could continue to train preschool teachers in their communities and other areas of the state. In conjunction with these efforts, fire safety educators formed the Mississippi Association of Public Fire Safety Educators.

In 1994, a West Virginia project funded by the Learn Not to Burn Foundation, the Northeastern Area State and Private Forestry, and the USDA Forest Service and coordinated by the West Virginia Fire Marshal's office, set out to reach every day-care provider in the state. With the assistance of local fire department personnel, nine training sessions were conducted for fire service personnel, forestry personnel, and facilitators from the West Virginia University Cooperative Extension Fundamental Program. The Fundamentals Program facilitators train in-state child-care workers in a variety of skills. The program reached about 1,000 day-care centers and 25,000 preschoolers in the state.

The following year, eight West Virginia preschools participated in a *LNTB Preschool Program* pre- and post-test evaluation of 51 students, who ranged in age from 3 years, one month to 5 years, 9 months, using the testing instruments that were used in North Carolina. The students exhibited a 44.1 percentage increase in knowledge and performance between the pre-test and the post-test.[9]

In Arkansas, leadership for statewide implementation came from the Arkansas Early Childhood Commission, the Arkansas Fire Fighters' Association, the Arkansas Fire Chiefs' Association, the governor's office, and the Department of Public Health. Training took place in day-care centers throughout the state, reaching hundreds of day-care providers.

LEARN NOT TO BURN PRESCHOOL PROGRAM IN FRENCH AND SPANISH

The *LNTB Preschool Program* has also been translated into French and Spanish. The French program, *Protegez-Vous du Feu,*[10] was completed in 1994 and distributed to every French-speaking child-care center in Canada. The Spanish-language program, *Mis primeros pasos en prevencion contra incendios,*[11] was completed in 1997 for Spanish-speaking children in the United States.

The guides for both these programs were translated directly from the English guide, although the fire safety songs were written from scratch in French and Spanish by native-speaking composers and musicians. In both cases, the songs were tested in childcare centers to ensure that children understood the message. The French program was tested in Montreal and the Spanish songs were tested in centers in several U.S. cities with large Latino communities. The artwork in both programs is also original.

Preschool teachers taught the lessons over two weeks using the drafted songs and the lesson plans, then filled out surveys to give the development teams feedback. The survey questions included "How many times did you practice the song before the children could sing the words and know the melodies?" and "Were there any words that were new to the children?"

Various musicians incorporated the recommended changes into the songs.

The Spanish-language program has proven popular in Latin America, as well as the United States, because little has been done there previously to teach fire safety to young children. The program, which was reviewed by a team of native-speakers to ensure that the translations of all the materials was correct and appropriate to the various countries, is now being implemented in Mexico, Puerto Rico, Costa Rica, and Argentina.

Conclusion

An educational program, such as the *Learn Not to Burn Preschool Program*, can be effective in teaching children fire safety behaviors and can have an impact on the numbers of child-set fires that can lead to deaths among young children. This educational program is best used in the context of engineering changes, such as the child-resistant lighter, as well as educating caregivers--parents, older siblings, and others to never leave children unattended and to properly store matches and lighters.

More evaluation such as the pre-and post testing and impact studies such as those done in Portland should be conducted, especially as the *Learn Not to Burn Preschool Program* is being adapted for international use. As the rate of deaths among preschoolers continues to be much higher than the deaths of other ages, attention to the fire safety needs of preschoolers should not be lost as deaths go down in the general population. Programs should continue to be developed and existing ones improved. New programs for the caregivers should be developed and tested. Messages and programs for a variety of cultural groups should be studied and evaluated.

The information presented in this paper, while compelling, is very limited. Much more must be done to increase the fire and life safety of children everywhere. The evaluation of such programs receives too little attention and, subsequently, too little support. Fire frequency, fire injuries, and fire deaths to, and among, children remain too high. It is time for all of the disciplines affected by the international fire problem to come together to develop solutions.

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APPENDIX H

Educational Resources
Preschool and Kindergarten
(Ages 3-7)

Programs

Children's Television Workshop. Sesame Street. Fire Safety Station. New York: Children's Television Workshop, 1996. (English and Spanish) Audio tape included.

An activity book and audio tape designed to help educators reach preschoolers with six simple but essential fire safety lessons. This program uses the popular Sesame Street characters to deliver the fire safety messages.

> Contact: U.S. Fire Administration Publications
> 16825 South Seton Avenue
> Emmitsburg, MD 21727
> htpp://www.usfa.fema.gov

OKC FireSmart Kids Program. Fire Safety Education Curriculum For Preschool Children. Oklahoma City Fire Department (1987).

An interactive, hands-on curriculum teaching nine fire safety lessons to preschoolers. Behavioral objectives, teaching outline, support activities and a video are some of the materials included in the program.

> Contact: Oklahoma City Fire Department
> Public Education
> 820 NW 5th Street
> Oklahoma City, OK 73106
> (405) 297-3314
> (405) 297-3318 (Public education)

First Step to Success. University of Oregon.

This program screens kindergartners for antisocial behavior. Those young children at risk receive a three-month program based on rewarding good behavior and showing parents, in their homes, how to teach their problem child to cooperate, make friends, and develop confidence.

Footsteps to Fire Safety Saint Paul Department of Fire and Safety Service (1998).

This is a prevention program for young children that uses the concept of "following the footsteps" to teach 10 fire safety lessons. Each footstep includes detailed lesson plans and sample worksheets. There also are materials for parents and teacher involvement.

> Contact: Paula Peterson
> (651) 224-7811

Learn Not to Burn® Preschool Program. English and Spanish (1997).

This program teaches fire safety awareness and skills to children ages 3 to 5 in group settings like day care centers or preschools. It includes lesson plans for eight observable behaviors, along with illustrations for coloring and worksheets, a cassette tape of songs, and information for parents and teachers.
.

          Contact: The National Fire Protection Association
                                1 Batterymarch Park
                                Quincy, MA 02269
                                (617) 770-3000

Play Safe! Be Safe! Bic Corporation. Distributed by Fireproof Children.

This resource is focused on children ages 3 to 5 and includes a teacher's manual with four lesson plans, a videotape, with a series of interactive teaching tools. such as a colorforms set, story cards, and activity boards, and a card game.

          Contact: Fireproof Children
                                (585) 264-1754 (fax)
                                (585) 264-0840 (office)

The Safety Scholars. F.I.R.E. Solutions. ® (1997).

This is a comprehensive curriculum for intervention education for children ages 3 to 7 that have played with or started fires. It includes interview forms, pre/post tests, lesson plans, worksheets, flannel board stencils, scripts and parent materials.

          Contact: F.I.R.E. Solutions, Inc.
                                  (508) 636-9149

Educational Resources
Grades 1-3
(Ages 7-10)

Programs

Fireproof Children Education Kit. **(1994). Pittsford, NY: National Fire Service Support Systems, Inc.**

This program provides K-6 graders hands-on age-appropriate activities including songs, games, and experiments to teach fire safety and prevention.

> Contact: Fireproof Children
> 20 North Main Street
> Pittsford, New York 14534
> (716) 264-0840
> www.fireproofchildren.com

Freddie Firefighter's Fire Safety and Burn Prevention Activity Packets. **(1992). Plymouth, Minnesota: Genecom Group, Inc.**

Freddie Firefighter has been sharing fire safety and burn prevention messages since 1975. This updated program, supported by the International Association of Fire Chiefs, Inc., stresses that parents and children must work together to learn the eight steps to fire safety. These steps are taught through the use of puzzles, games, and activities.

> Contact: Genecom Group, Inc.
> P.O. Box 47302
> Plymouth, Minnesota 55447
> (612) 559-7247

Learn Not to Burn Curriculum. K - 8. **(1997). National Fire Protection Association.**

This widely used program teaches 25 key fire safety behaviors to K-8 classrooms through the use of goal-directed curriculum.

> Contact: National Fire Protection Association
> 1 Batterymarch Park
> Quincy, MA 02269
> (617) 770-3000

The Smoke Detective. (1990) Bloomington, Illinois: State Farm Insurance Companies.

This is a year-round program of fire safety designed for use in grades K - 6. It includes lesson plans, seasonal activities, worksheets, and a video.

> Contact: Smoke Detection
> State Farm Insurance Companies
> One State Farm Plaza
> Bloomington, Illinois 61710-0001
> www.statefarm.com

Books and Materials

Bridwell, Norman. Clifford the Firehouse Dog. Jefferson City, MO: Scholastic Press, 1995. ISBN #48419-2.

Clifford, a big red dog familiar to most elementary school students, visits a fire station and helps firefighters put out fires. Fire safety messages highlighted in the book include stop, drop and roll, how to develop a home escape plan, the importance of checking smoke detector batteries, and the dangers of playing with matches.

Campbell, Chuck. Sam's Big Decision. Salem, Oregon: Oregon State Fire Marshal's Office, 1988.

This is a comic book that helps children talk about peer pressure by deciding what Sam should do when his friend wants to play with fire.

F.I.R.E. Solutions. Fire Safety Flannel Board Stories. Fleetport, MA: FIRE Solutions.

Five story scripts and over 52 illustrations teach children who are curious about fire what it is, how it works, and where it comes from. The emphasis is on teaching children to use fire in a positive and constructive way.

Johnston, Karen. The Day Freddy's Bubble Burst. Salem, Oregon. Oregon State Fire Marshal's Office, 1988.

This comic book helps children talk about their feelings before, during, and after a firesetting incident.

Muster Mouse Studios. Muster Mouse Prevention Through Education. Harrie, New York: Muster Mouse Studios, 1998.

This is a catalogue of fire safety and prevention books, activities, and materials for purchase based on a Muster Mouse theme.

St. Paul Fire and Safety Service's <u>Safety Always Matters. Fire Safety Activity Book</u>. **St. Rose, LA: Syndistar, Inc., 1992.**

Fifteen fire safety lessons are included in this workbook which uses puzzles, games, drawing and other skills to teach children in grades K - 3.

<u>Brochures</u>

For Parents

<u>Big Fires Start Small</u>. (1996). Quincy, MA: National Fire Protection Association.

This colorful brochure focuses on the role of parents in helping to prevent child-set fires.

<u>Juvenile Firesetters. What You Can Do</u>. (1998) Emmitsburg, Maryland: National Arson Prevention Clearinghouse.

This brochure describes why children set fires and what parents can do to help.

<u>Match and Lighter Fire Safety</u> (1992) Quincy, MA: National Fire Protection Association.

Children, fire and basic fire safety rules for parents are the topics of this brochure.

<u>Questions and Answers About Child-Resistant Lighters</u>. Owensboro, KY Cricket B.V.

This brochure describes the child-resistant lighter, offers a diagram of how it works, and cautions parents to keep all lighters away from children.

<u>Small Hands Big Fires</u>. (1989). St. Rose, LA: Syndistor, Inc.

The profile of a child firesetter is presented, with a checklist of behavioral symptoms for parents to answer yes or no, and suggestions for prevention and intervention.

<u>Videos</u>

<u>Donald's Fire Drill</u>. Disney Educational Productions. (800) 295-5010.

Two students match wits and fire safety knowledge on the comical quiz show "Donald's Fire Drill" as they race to solve fire safety clues and questions based on Exit Drills In The Home (EDITH). Donald Duck demonstrates their answers.

Donald's Fire Survival Plan. Disney Educational Productions. (800) 295-5010.

Donald Duck and his nephews outline techniques to prevent or survive fire in the home. The program stresses the need for prevention, and presents stop, drop, and roll, and EDITH exit drills.

National Fire Protection Association. Sparky's ABCs of Fire Safety. Quincy, MA: National Fire Protection Association.

Sparky the fire dog leads children on a magical journey through Alphabet Land. Each letter teaches a different life-safety lesson, spelling out the whole fire safety story from A to Z. Children discover how fires start, how to prevent them, and what to do if fire strikes. Sparky encourages children to join his fire prevention team and work together to win the fight against fire dangers.

Educational Resources
Grades 4-6
(Ages 11-13)

Programs

Look Hot? Stay Cool! The Disaster Services Preparedness Bureau of the American Red Cross in collaboration with the St. Paul Fire and Safety Service. (1998).

This juvenile firesetter prevention program consists of two sections, a youth unit designed for children ages 10-12, and an adult unit designed for parents and caregivers of children ages 10-12. There are key fire safety messages taught by the St. Paul Fire and Safety Service in collaboration with American Red Cross personnel, classroom teachers, and fire department personnel.

Contact: Your Local Red Cross Chapter

Talking to Children About Fire. A Preventor's Guide. F.I.R.E. Solutions.

This is a manual and guidebook for fire educators who want to incorporate more fire science into their classroom prevention visits. Organized into three sections, for grades K-2, 3-4, and 5-6, the manual explains what children at each age level are capable of learning about fire and why it might hold such an appeal. There are lesson plans, teacher resource guides, and math and science activity sheets.

Contact: F.I.R.E. Solutions, Inc.
                (507) 676-2334

Books and Materials

Accent Publishing. Junior Firefighter Activity Sheets. Portland, Oregon: Accent Publishing, 1992.

These are a series of age-appropriate activity sheets designed to teach such fire safety lessons as how to protect your family home, the science of fire, smoke detectors, and fire escape plans.

Cone, Patrick. Wildfire. Minneapolis: Carolrhoda Books, Inc. $7.95 paperback.

This book includes a brief history and well-illustrated description of fire in the wildland setting. It also refers to the role of fire in the ecosystem. Basic fire science information is presented with photographic illustrations.

Golden, Barbara. Coyote and the Fire Stick. New York: Gulliver Books (Harcourt Brace & Company). $15.

This book describes a Pacific Northwest legend about Coyote who steals fire from three evil spirits with the help of a mountain lion, deer, squirrel, and frog. The fire is swallowed by tree, but Coyote teaches people to recover fire by rubbing two sticks of wood together.

National Safe Kids Campaign. Safe Kids Are No Accident. A Fire Safety Booklet for Kids. (1991).

This is a colorful workbook with games, fire facts, activities, and tips for children and their parents. Completion of the workbook elevates the child to Junior Fire Inspector!

Oregon State University Extension Service. Home Alone and Prepared. Prineville, Oregon: Oregon State University Extension.

This workbook and video, featuring Fireman Dave, is designed to teach children the necessary skills and knowledge to enable them to be safe and prepared when they are home alone. Six topics are covered, including determining the child's readiness for self-care, guidelines for making house rules, personal safety and plans when home alone, fire safety, first aid, and kitchen skills and food safety.

Rabbini, Ken. Fire. (The Elements, 3). New York: Henry Holt and Company, Inc. $16.95.

A scientific look at fire in all its forms. This book looks at fire's many roles as energy, heat, light, danger, and an element in rituals.

Scholastic Press. Taming Fire. Jefferson City, MO. ISBN #47637. $19.95.

This book follows fire through the earliest myths to Ben Franklin's experiments with lightning. Fire is explored throughout the world, from volcanoes to space shuttles to firefighting. This is an interactive book where you can turn a transparent page to see how a geyser works, how metal is forged, and how to make stained glass windows.

Simon, Seymour. Wildfire. New York: Marrow Junior Books. $15.

This book uses the Yellowstone fire of 1988 as well as fires in the Everglades to show that fire is both good and bad and is part of the life cycle.

Waldman, Larry. Who's Raising Whom. Phoenix, Arizona: UCS Press, 1994. $18.95 paperback.

This book is written for parents to help them understand why their children behave in certain ways and how to respond and manage their children's behavior.

Brochures

Fire Stoppers of Washington. <u>A Family's Response to Firesetting</u>. Seattle, Washington: Washington Insurance Council, 1997.

This is a parent education tool that can be used by fire and mental health professionals who work with juvenile firesetters. It is a 15-page booklet that presents information on factors that contribute to child fireplay, understanding what fire really is like, easy access to matches and lighters, parent and caregiver supervision, and the psychological factors associated with firesetting. The booklet also includes a plan of action that parents and caregivers can take to change fireplay and firesetting behavior.

> Contact: Washington Insurance Council
> 1904 3rd Ave., Suite 925
> Seattle, Washington 98101-1123
> (206) 624-3330
> www.wiconline.org

International Shrine Headquarters. <u>Burn Prevention Tips</u>. (English and Spanish). Tampa, Florida: International Shrine Headquarters.

Eight critical burn situations are discussed in this 25-page booklet.   Burn and fire prevention topics include kitchen safety, microwave burns, dangers of gasoline, home fires, match safety, first aid for burns, and camping, campfires, and grills.

> Contact: Public Relations Department
> International Shrine Headquarters
> 2900 Rocky Point Dr.
> Tampa, Florida 33604-1460
> (813) 281-0300
> www.shrinershq.org

Phoenix Fire Department. Youth Firesetter Intervention Program. <u>A Parent's Guide</u>. Phoenix, Arizona: Phoenix Fire Department Youth Firesetter Prevention Program Team, 1998.

This booklet provides some of the warning signals parents need to be aware of concerning fireplay and firesetting. Parent responsibilities and tips are presented for three different age categories: children under seven, children age 8-12 years, and youth age 13-18 years. There is a suggested reading list for parents.

> Contact: Youth Firesetter Intervention Program
> Phoenix Fire Department
> (602) 262-7757

St. Paul Fire Department. Inspect and Correct. St. Paul, Minnesota: St. Paul Fire Department.

This booklet covers six important topics of fire prevention in the home. There is a fire safety checklist, along with information on smoke detectors, planning an escape, arson, fire prevention and public education, and paramedic-ambulance services. A list of important phone numbers also is included.

> Contact: St. Paul Fire Department
>   100 East Eleventh Street
>   St. Paul, Minnesota 55101
>   (651) 224-7811

The Children's Hospital Burn Center. Fire, Kids, and Fire Setting. Denver, Colorado: The Children's Hospital Association and the Colorado Juvenile Firesetter Prevention Program, 1997.

This booklet covers several topics on children and firesetting. It offers a brief explanation of the problem, a description of the warning signs, and encourages parents and caregivers to seek help. It also contains fire prevention and safety information for parents.

> Contact: The Children's Hospital Burn Center
>   1056 East 19th Avenue
>   Denver, Colorado 80218
>   (303) 861-6516

Educational Resources
Grades 7-12
(Ages 14-18)

Programs

Cooper, Traci. <u>P.A.L.S. Prevention Arson Loss in Schools.</u> Albany, Oregon.

This violence prevention program for middle schools presents six skill-based lessons. To evaluate its impact, students receive pre- and posttests. The program teaches decisionmaking skills and understanding the consequences of using fire inappropriately.

Elliot, Eric. <u>Skills Curriculum for Intervening with Firesetters</u>. Eugene, Oregon, 1997. 114 pages. $29.95.

This guide is divided into 14 lessons that help identify the underlying causes of juvenile firesetting. It is designed to be used by fire service personnel, mental health professionals, and parents.

> Contact: Eric Elliot
> 3150 Wayside Loop
> Eugene, Oregon 97477
> (541) 682-4742

F.I.R.E. Solutions. <u>The Science of Sizzle</u>. Fall River, MA: F.I.R.E. Solutions, Inc., 1996. $75.90.

This is a middle school fire science curriculum covering combustion, electricity, fire, natural gas, flammable liquids, fire in the environment, and the science of fighting fires.

> Contact: F.I.R.E. Solutions, Inc.
> PO Box 2888
> Fall River, MA 02722
> (508) 636-9149

Phoenix Associates. <u>Challenge for Life</u>.

This high school curriculum teaches 12 critical arson and fire prevention problems and solutions.

> Contact: State of Georgia Fire Academy
> (912) 993-4670

Books and Materials

St. Paul Department of Fire and Safety Services. <u>The Burn Problem. Description, Terms and Rehab.</u> St. Paul, Minnesota Department of Fire and Safety Services.

This is a 40-page document written for the older adolescent on burns and burn prevention. The topics include the physiology of a burn, and the classification of burn degrees, burn risk groups, burns in the kitchen, contact burns, hypothermia and frostbite, smoking materials, electrical injuries, and flammable and combustible materials.

Waldman, Larry. <u>Coping with Your Adolescent</u>. Norfolk, Virginia: Hampton Roads Publishing Company, Inc., 1994.

This book is written to help parents cope with their children during the teenage years. It also gives parents useful advice about how to help their teenagers through difficult situations.

Brochures

AEtna Life and Casualty. Fighting Back. A Community Guide to Arson Control.

This brochure describes the problem of arson, early warning signs, and what communities can do to prevent it.

> Contact: AEtna Life and Casualty Corporate
> Communications,
> DA06
> 151 Farmington Avenue
> Hartford, Connecticut 06156
> (203) 273-3282

National Fire Protection Association. <u>False Alarms and Arson</u>. Quincy, MA: National Fire Protection Association, 1991.

False alarms, who turns them in, arson, who sets fires, and arson prevention are the topics covered in the brochure.

> Contact: National Fire Protection Association
> 1 Batterymarch Park
> Quincy, MA 02269-9101

Videos

Action Training Systems, Inc. <u>Portrait of a Serial Arsonist . The Paul Keller Story</u>, 1995. 50 minutes. $150.

This documentary includes interviews with Paul Keller, his defense attorney, his father who turned him in, and prosecutors. It portrays the obsession and pain behind the crime of arson.

> Contact: Action Training Systems, Inc.
> 12000 NE 95th Street, #500
> Vancouver, WA 98682
> (800) 755-1440

Champaign Fire Department. <u>**Only a Minute to Learn, Only a Second to Burn**</u>. **Champaign, Illinois: Champaign Fire Department. 12 minutes. $40.**

This video uses a number of young burn survivors telling their own stories about the importance of information related to preventing and treating burns. It comes with a training outline that suggests one way to use the video with a middle school classroom.

> Contact: Champaign Fire Department
> 307 S. Randolph
> Champaign, Illinois 61820
> (217) 351-4574

Insurance Federation of Minnesota. <u>**Marked by Fire**</u>. **St. Paul, Minnesota: Insurance Federation of Minnesota. 1996. 20 minutes. $14.**

This video tells the story of a young man serving a prison sentence for the crime of arson. It shows how a firesetting incident changed his life and the impact it had on his family and the victims of the fire.

> Contact: Insurance Federation of Minnesota
> 750 Northwest Center Tower
> 55 Fifth Street East
> St. Paul, Minnesota 55101
> (612) 292-1099

NOVA Video. <u>**Hunt for the Serial Arsonist**</u>. **South Burlington, Vermont: NOVA Video, 1996. 60 minutes. $19.95.**

This PBS documentary dramatically recounts the story of a Los Angeles fireman who is now serving a sentence for arson.

> Contact: NOVA Videos
> PO Box 2284
> South Burlington, Vermont 05407
> (800) 255-9424

_____. **Brian's Story**. **1991. 15 minutes. $54.95.**

Brian was a teenager when he was charged, prosecuted, and convicted of arson in Orinda, California. The fire he set destroyed six homes. The video was produced as part of Brian's sentence.

Contact:	Firefighter's Bookstore
	18281 Gothard #105
	Huntington Beach, CA 92648
	(800) 727-3327

_____. **Through the Eyes of a Child: Burn Recovery**. **Denver, Colorado: The Children's Hospital Burn Center. 12 minutes. $60.**

This video covers the physical, psychological, and social repercussions explained by children who have been burned and who are recovering from burns. The messages are delivered by the children themselves. Counselors and therapists also offer their observations.

Contact:	The Children's Hospital Burn Center
	1056 East 19th Avenue
	Denver, Colorado 80218
	(303) 764-8295

Books and Materials

Milton, Tony. Flashing Fire Engines. New York: Dutton Children's Books. (1999) $14.99.

This book follows three furred and feathered firefighters as they respond to calls for help. This material is meant to be read aloud. There is a wealth of basic information about firefighting equipment and procedures.

National Fire Protection Association (1995). Sparky's Fire Safety Coloring Book. Quincy, MA: National Fire Protection Association.

By coloring scenes, the young child learns seven fire safety rules.

Sis, Peter. Fire Truck. New York: Greenwillow Books. (1999). $14.95.

This story features a small boy who loves fire trucks so much that he awakens one morning to discover that he has become one. He travels around the neighborhood and rescues a cat, puts out a fire, and saves a teddy bear.

Brochures

For Parents

Take 5 for Apartment Fire Safety. (1999). The St. Paul Fire Department.

This is a checklist of potential fire hazards associated with apartment living. It also teaches seven basic fire safety behaviors for families and lists several important telephone numbers.

Teaching Preschoolers To Be Fire Safe. (1994). Quincy, MA: National Fire Protection Association.

This brief and colorful brochure describes why young children are at risk and need to be taught the basic rules of fire safety and survival.

Videos

A Lighter Is Not a Toy. (1998) Quincy, MA: National Fire Protection Association.

This eight-minute video includes several fictional vignettes that emphasize key match and fire safety messages. The video includes an instructional leader's guide and a reproducible handout highlighting key messages.

Be Cool About Fire. Chicago, Illinois. Allstate Insurance Company.

A short video emphasizing basic fire safety messages for preschoolers.

UNIT 6:
PROGRAM EVALUATION--
WHAT IS SUCCESSFUL?

OBJECTIVE

The students will examine the juvenile firesetter programs in their own communities to determine the next steps to enhance, improve, or initiate measuring juvenile firesetter program effectiveness.

NOTE-TAKING GUIDE

NOTE-TAKING GUIDE

Slide 6-1

**UNIT 6:
PROGRAM EVALUATION--
WHAT IS SUCCESSFUL?**

Slide 6-1

Slide 6-2

OBJECTIVE

The students will examine the juvenile firesetter programs in their own communities to determine the next steps to enhance, improve, or initiate measuring juvenile firesetter program effectiveness.

Slide 6-2

Slide 6-3

**Activity 6.1
Evaluation Methods**

Slide 6-3

Slide 6-4

"Evaluating the Effectiveness of a Juvenile Firesetter Program"

Slide 6-4

Slide 6-5

PROGRAM EVALUATION

- **Institutional change**
- **Educational gain**
- **Reduced risk**
- **Reduced loss**

Slide 6-5

Slide 6-6

PROGRAM EVALUATION
(cont'd)

During program planning:
- **Decide what you want to evaluate**
- **Decide process you will use**
- **Identify the categories of data that you and your program will be collecting**

Slide 6-6

Slide 6-7

PROGRAM EVALUATION
(cont'd)

Comparisons and trends can be tracked to assess the impact of a juvenile firesetter program on reducing the costs of juvenile-set fires.

Slide 6-7

Slide 6-8

PROGRAM RESULTS

- **Client satisfaction surveys**
- **Focus groups**

Slide 6-8

Slide 6-9

EVALUATION SUMMARY

- **Critical to the long-range goals of this community effort**
- **Allows you to assess your current practices and make changes as necessary to achieve your desired outcome**

Slide 6-9

Slide 6-10

**Activity 6.2
Evaluate the Success of
Your Program**

Slide 6-10

ACTIVITY WORKSHEETS

Activity 6.1

Evaluation Methods

Purpose

To discuss different juvenile firesetter program evaluation methods.

Directions

1.   You will describe briefly how your juvenile firesetter program is evaluated.

2.   The instructor will list methods on an easel pad.

3.   Discuss and answer questions to clarify procedures necessary to accomplish the evaluation methods listed.

Activity 6.2

Evaluate the Success of Your Program

Purpose

To expand discussion on juvenile firesetter program evaluation methods in order to improve these programs.

Directions

1.   Discuss the use of evaluation components in your program with the remainder of your table group.

2.   Individually compare the methods used to evaluate your programs to those used by others in your group.

3.   Do you have a mechanism in place to evaluate each of the program areas?

4.   What changes or improvements do you need to make in your evaluation methods?

5.   Write a paragraph suggesting what you need to do to enhance, improve, or initiate the evaluation of your juvenile firesetter program.

BACKGROUND TEXT

PROGRAM EVALUATION

An assessment of program effectiveness can be achieved through the following measures of change:

- institutional change (e.g., related agencies now are working together toward a common goal);
- educational gain (e.g., children now know what to do when they find lighters or matches);
- reduced risk (e.g., 93 percent of the 12 child firesetters seen last year who were referred and seen by professional counselors completed their counseling); and
- reduced loss (e.g., the total number of child-related fires has gone down 80 percent since the program began 6 years ago).

Decide on what you want to evaluate and the process you will use during the initial planning stages of program development and implementation. This will assist in identifying the categories of data that you and your program will be collecting.

Examples

Indianapolis, Indiana--In its 1997 "FIRESTOP PROGRAM Annual Report," the Indianapolis Fire Department reported the following as a result of its community-based screening and intervention program to address child firesetting and juvenile arson:

- "Fire department responses to fires set by juveniles have been reduced by 22.7% since 1996."

- "Fire loss was reduced 29%; and civilian injuries were reduced 25%. There were no fatalities from juvenile set fires during this period."

- Of the 359 children involved in firesetting during the 1996-97 time period, 30 (8.4 percent) had repeat firesetting behavior. Without skilled intervention programs, juvenile firesetters have an 81 percent recidivism rate. This is the highest recidivism rate for any juvenile crime.

	1996	**1997**	**Reduction**
Fire Dept. Responses	119	92	22.7%
Loss	$1,270,029	$900,600	29%
Civilian Injuries	16	12	25%

The "Fireproof Children Program" in Rochester, NY, sees an average of 300 to 400 cases per year. Following a 6-year period of prevention and intervention activity, they reported an 82-percent improvement in repeat firesetting behavior, going from 7.2 percent to 1.3 percent.

Comparisons and trends can be tracked to assess the impact of a juvenile firesetter program on reducing the costs of juvenile-set fires.

Program Results

The Juvenile Firesetter Intervention Specialist needs to develop evaluation strategies that will demonstrate the program's contributions to the goals of the department and reflect efficient management practices.

The following methods look at the training organization from the client's perspective.

Client Satisfaction Surveys

This method involves a brief questionnaire administered by mail or telephones, usually focused on satisfaction with services or functions. Results of client satisfaction surveys can be used to determine in a quantitative way the level of satisfaction with the services provided.

Focus Groups

A focus group is an ad hoc group convened to discuss an issue. Focus groups have been used for brainstorming a problem and for market research in determining an image of the program. Focus groups can be organized for one occasion, or they may meet periodically. The value of this technique is in the involvement of a cross section of customers.

Being able to capture the effectiveness of your program through documentation and evaluation is critical to the long-range goals and support of this community effort. It also allows you to assess your current practices and make changes as necessary to achieve your desired outcome.

PROGRAM EVALUATION--WHAT IS SUCCESSFUL?

SM 6-19

APPENDIX A

Evaluating the Effectiveness of a Juvenile Firesetter Program

by **Marilyn Arnlund**
Maple Grove (Minnesota) Fire Prevention Bureau

February 1998

An applied research project submitted to the National Fire Academy for the Executive Fire Officer Program

ABSTRACT

Research was prompted to find data that measured the effectiveness of juvenile firesetter programs that was comparable to national statistics. The purpose was to identify a means for using data with an evaluation system to determine measurable results and long-term effectiveness regarding recidivism. This would provide justification for on-going continuance of the program and funding.

Descriptive research was used to answer three questions:

1.   After a juvenile completes an intervention program, what follow-up is conducted to audit for any reoccurrence of fireplay or firesetting?
2.   How long after completion of an intervention program is follow-up conducted and how many follow-ups are done and for how long of a period (i.e., months, years) does it continue?
3.   What information is compiled to monitor and evaluate the program? Are there any national models for monitoring a program?

The procedure to determine the results involved searching for information that referenced setting up a Juvenile Firesetter Program (JFP) or summarized existing programs. Due to limited literature available, a survey was sent to organizations and fire departments that had a JFP. In order to locate programs, the Internet was used as well as JFP's referenced in literature.

The results of the literature search established that there was a national model for frequency and length of time to follow-up with juveniles to audit for recidivism.

Additionally, a national model was found on data collection that could be used for evaluation purposes related to recidivism. The national models were compared to survey results.

Recommendations included revising existing data collection and increasing follow-ups to pattern the national model. To compare results of the JFP to local, county, and state statistics, the recommendation was to support the State Fire Marshal to implement a statewide coalition. Comparing the JFP results nationally could be accomplished by networking methods.

INTRODUCTION

"A juvenile firesetter program should be working toward a specific outcome, through a well understood process. Without this, we will wander aimlessly about never knowing if we have arrived at our destination" (Porth, October, 1992, p. 12).

In 1997, the Fire Chief of the Maple Grove Fire Department asked if a report on the recidivism rate of the juveniles that had successfully completed our intervention program could be provided. If so, for what period of time was the recidivism rates based on? He also asked if the data the program tracked could be compared to national statistics.

A management information system (MIS) was in place that tracked case characteristics of the firesetter and the firesetting incident, the services that were provided, and date of occurrences. Other than the MIS at that time, the only follow-up that was conducted was a questionnaire that was mailed to the juvenile's parent's six months after completion of the program. Other than repeat fire incidents that the fire department responded to, there was no other real documentation to back up the success of the program.

The significant purpose of this research is to provide support and national based modeling for the Maple Grove Fire Intervention Commission. There is a need to implement a means for summarizing and analyzing data that is comparable to national statistics. This information, coupled with an evaluation system to determine measurable results and the long-term effectiveness of the program in regards to recidivism, would provide justification for on-going continuance of the program and funding.

This should be a concern for those in government service to continue to grow and survive in today's competitive economy. "In today's demanding fiscal climate, all programs are under intensive scrutiny to prove their worth. Gone are the days when we can say to the administration, 'just trust me'" (Porth, 1992, p. 13). This research may also be significant to other local and county fire departments that want to improve the evaluation and professional image of their fire intervention programs.

Descriptive research was conducted to answer three questions:

- After a juvenile completes an intervention program, what follow-up is conducted to audit for any reoccurrence of fireplay/firesetting?
- How long after completion of an intervention program is follow-up conducted and how many follow-ups are done and for how long of a period (i.e., months, years) does it continue?
- What information is compiled to monitor and evaluate the program? Are there any national models for monitoring a program?

BACKGROUND AND SIGNIFICANCE

"Early in the 1980's, FBI statistics on the percentages of incendiary fires started by children brought the problem of juvenile firesetting to the forefront" (Treatment…, 1989, p. 10). On October 4, 1997 the FBI National Press Office in Washington, DC released the Uniform Crime Report, 1996 Crime Statistics.

A total of 88,887 arson offenses was reported in 1996….Of the arson cleared by law enforcement during 1996, 45 percent involved only people under the age of 18, a higher percentage of juvenile involvement than for any other Index crime. (FBI, 1997, p. 4)

Programs that deal with juvenile firesetters have been around for many years. These programs varied in the information that was kept, and how this information was used.

Recognizing the need for increased knowledge about how to reduce the problem of juvenile firesetting, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) and the U.S. Fire Administration (USFA) funded an initiative from 1987 through 1993 known as the National Juvenile Firesetter/Arson Control and Prevention (NJF/ACP) Program. Through a nationwide assessment of juvenile firesetter programs, the NJF/ACP defined seven components common to effective juvenile firesetter programs. Of these, "a monitoring component to track the program's identification and treatment of juvenile firesetters was identified". (Garry, 1997, p. 3)

While many juvenile firesetter programs have developed some internal system to monitor their caseloads, others simply maintain individual case files with no systematic way to track cases, determine final dispositions, report to funding agencies, etc. Very few have systems capable of being used for evaluation purposes. (NJF/ACP, Fire Service Guide, 1994, p. 108)

Programs for juvenile firesetters usually begin in a community out of need and grow with that need. The first priority is to help the child and then as the program grows, usually out of necessity, the effectiveness of the program becomes a reality. In the NJF/ACP Assessment Report, Executive Summary (Sept 1989), program effectiveness was assessed of juvenile firesetter programs across the nation. The executive summary reports that,

Most of the programs are essentially "home grown", developed in trial-and-error fashion by one or two people committed to solving the problem of juvenile firesetting in their communities. In some instances, the results have been very impressive, in other cases, less so. (Cook, Gaynor, Hersch, Roehl, 1989, p. 13)

Many programs boast about low recidivism rates, but they do not follow-up on juveniles. In fact, many rely solely on whether a juvenile starts a fire that will require the services of the fire department or if they are caught; therefore are then referred back to the program. "Most programs report recidivism rates, and they are invariably quite low, rarely

exceeding 7%. The rates are subject to question, because so few programs maintain accurate follow-up statistics" (Cook, et al., 1989, p. 13).

The NJF/ACP, Fire Service Guide to a Juvenile Firesetter Early Intervention Program (1994) states, "Simple monitoring systems are recommended for all juvenile firesetting programs regardless of size…" (p. 40). This guide explains that,

Monitoring systems serve different purposes, depending on the information they contain and the uses to which they are put. At the most elemental level, a management information system (MIS) is needed for case tracking, caseload analysis, and reporting of program results…. Extending the MIS to include recidivism and other follow-up data provides the basic building blocks for an evaluation system. (p. 40)

Programs across the U.S. continue to strive for effectiveness and justification for juvenile firesetter programs. Don Porth, Juvenile Firesetter Program Manager of the Portland (OR) Fire Bureau, quoted Mark Twain in a 1992 article, "Mapping Out A Successful Juvenile Firesetter Program." "Supposing is good, finding out is better" (p. 14). Porth goes on to say,

"Having a program and reaping the rewards that a program has to offer can provide us with the following:

- Justification for program existence
- Justification for program expansion
- The ability to evaluate and judge program effectiveness
- Collection of useful information that can help us all better understand the juvenile firesetter problem. (p. 14)"

This research is relevant to the Executive Development Course because it relates directly to several units studied during the course including Organizational Change and Development and Service Quality. The results of this research will actively apply the course concepts in the real world.

LITERATURE REVIEW

The literature review encompassed reviewing manuals, handbooks and journal articles.

The literature review began by examining The Preadolescent Firesetter Handbook, Ages: 7–13, (1988). It is one of a three-volume sequence on juvenile firesetting intervention developed for assisting the fire service and other agencies. Although these handbooks were first available in 1988, they are still in use today and are currently available upon request from FEMA-USFA (FEMA-120, 1997). Appendix 2 of this handbook has one page of information on program monitoring and evaluation. The leading paragraph states, "There are methods of determining the effectiveness of your program. Monitoring (or documentation) lets you know whether you followed or are following your program plan. Evaluation measures whether what you did had an effect on the problem" (p. 117).

Examples are given of less formal methods that fire departments can use to determine effectiveness of a program. One of the examples was to document the number of juvenile recidivists (repeaters) but does not indicate clearly how to go about this. The other two volumes did not have any information relating to follow-up or monitoring the status of a juvenile in relation to recidivism or elements of what a monitoring system should include.

In an attempt to find data that had information specifically targeting recidivism and nationally modeled information systems, the next step of the literature review was of the NJF/ACP, Assessment Report, Executive Summary. "The report summarizes the results of Stage I of a four stage program, the assessment of the incidence and dynamics of juvenile firesetting and juvenile firesetter programs" (Cook, et al., 1989, Preface).

In order to develop a prototype, a national search was conducted to locate existing programs. Then 70 programs were sent a two-stage mail survey. To fully examine the programs, two-day site visits conducted by the Institute for Social Analysis (ISA) were made to 13 of the programs (Cook, et al., 1989).

A monitoring system is one of seven elements identified to form a prototype program manual to be developed in Stage II. The building blocks to develop the monitoring system element include: "Building and maintaining systems for tracking the disposition of cases, recidivism rates, and rates of juvenile firesetting" (Cook, et al., 1989, p. 11).

In October of 1993, an inaugural meeting took place consisting of a 25-member National Fire Protection Association Task Force. The mission of this task force was to define the needs in the area of juvenile firesetting. The group defined specific, prioritized strategies for reducing the problem of juvenile firesetting. The group came up with areas that posed the greatest barriers that communities faced on a local level. One of these mega-themes (as it was titled by the task force), was the need to use data more effectively. (Report of the NFPA Task Force on Juvenile Firesetting, Inaugural Meeting, 1993, pp. 2-4)

Specific recommended actions included:

- Develop common sense guidelines for the fire service and the mental health and education communities on where to find and how to use available data appropriately. Identify the limitations of various sources of data so that users can make good choices.
- Present data in summary form, using easy-to-understand graphics (perhaps in 'one-pager' format).
- Use data to raise public and professional awareness of the juvenile firesetter issue. (Report of the NFPA Task Force on Juvenile Firesetting, Inaugural Meeting, 1993, p. 13)

In September of 1995, a continuum of the inaugural meeting was held. This group had some of the original participants but included new participants with a focus on experience and skill. These participants came from across the U.S. and Canada and included a range of disciplines that worked with juvenile firesetters. Twenty-two specific action items were identified. Improved data collection was one of these. The participants agreed with the necessity to "develop a minimum set of data elements needed for consistent national data collection" (Report of the NFPA Juvenile Firesetter Practitioners' Forum, 1995, pp. 9-10).

A recommendation was made to NFPA, "To provide assistance in designing a uniform data collection tool to be used by local fire departments and juvenile firesetter screening/intervention programs" (p. 14).

As a result of the NJF/ACP Assessment, ISA developed three program manuals that have components that describe how to develop, implement and operate a juvenile firesetter program (NJF/ACP, Fire Service Guide…," 1994). These manuals are: Guidelines for Implementation, FEMA/USFA, FA-147/June 1994, The User's Guide, FEMA/USFA, FA-145/ June 1994, and the Trainer's Guide, FEMA/USFA, FA-149/ June 1994. In addition, Fire Service Guide to a Juvenile Firesetter Early Intervention Program, FEMA/USFA, FA-146 /June 1994, was also developed which integrates part of the information in the Implementation Guide and explains how to implement one type of the advocated programs. These manuals are currently available upon request from the FEMA-US Fire Administration, FEMA Publications Catalog, FEMA-20/July 1997.

The literature review of these manuals focused specifically on follow-up to audit for any reoccurrence of fireplay or firesetting and what information is necessary to monitor and evaluate a program.

The Trainer's Guide provided curriculum content summary of the three major types of monitoring systems: " The first is a Management Information System (MIS). An MIS provides timely information on the number and types of cases handled by the program" (NJF/ACP, Trainer's Guide, 1994, p. 19).

The second type of monitoring system is an evaluation system. A program evaluation system is an extension of a MIS in that it uses the data generated by the MIS to analyze program operations and outcome. In addition to caseload information, an effective

evaluation system will include data on firesetting recidivism and follow-up information on caseload disposition. (NJF/ACP, Trainer's Guide, 1994, p. 19)

An incident reporting system is the third type of monitoring system. Its purpose is to record basic information on all known juvenile firesetting incidents, regardless if the firesetter is known or handled by the juvenile firesetter program (JFP). The basic data needed to monitor jurisdiction-wide rates of juvenile arson, firesetting, and gauge the effectiveness of education and outreach efforts of the program are provided by the data of an incident reporting system (NJF/ACP, Trainer's Guide, 1994 and NJF/ACP, Guidelines for Implementation, 1994).

The User's Guide "is a cookbook format that guides the reader from the planning to the execution of an effective community program" (NJF/ACP, User's Guide, 1994, p. 3). This volume is designed to be a companion document to be used with the other volumes. It highlights key information and then outlines decision elements. The guide is set up in the same format as the other manuals so information can be easily and quickly found in the other volumes (NJF/ACP, User's Guide, 1994).

Having current and accurate data on program operation provides management with information on the relative impact and effectiveness of the program. This information can be invaluable when it comes time for sustaining or increasing the funding, staffing, and general life of the program. (NJF/ACP, User's Guide, 1994, p. 35)

Guidelines for Implementation, (NJF/ACP, Guidelines for Implementation, 1994) is based on the seven different components which highlight the aspects of a program. The information presented is detailed and comprehensive. The sixth component is comprised of monitoring systems. "A Management Information System (MIS) should include case characteristics of the firesetter and the firesetting incident, services rendered, dates of key events, and the final disposition of the case" (NJF/ACP, Guidelines for Implementation, 1994, p. 108).

An MIS provides the means for summarizing the program's caseload (the number of cases handled, case type, firesetter characteristics, number and type of services rendered, etc.), and providing data for annual reports, evaluations, and funding agencies. (NJF/ACP, Guidelines for Implementation, 1994, p. 108)

An evaluation system would contain all of the information above plus follow-up data on firesetting recidivism and other problems such as delinquency, school or family problems, etc. The evaluation is an extension of the MIS, rather than a separate system. Much of the data in such an evaluation system may come form the program's routine follow-up contacts with families of firesetters and the referral agencies to which they are referred. (NJF/ACP, Guidelines for Implementation, 1994, p. 108)

The management information and evaluation system may be kept manually, but since personal computers have become increasingly prevalent in the workplace, computerization is advised.…When a program reaches somewhere between 75 and 100 cases per year, computerization is probably warranted. (NJF/ACP, Guidelines for Implementation, 1994, p. 112)

The Implementation Guide, (NJF/ACP, Guidelines for Implementation, 1994) includes specific case information and other data to be kept in each of the proposed three monitoring systems. This information can be found in the results of this research.

To extend the MIS to become an evaluation system, follow-up activities must take place with a number of key agencies to determine the long-term effectiveness of the intervention strategies in terms of recidivism. For evaluation purposes, a program needs to know about juvenile delinquency, continued problems at school or home, etc. Quarterly contacts should be made with the family and key agencies for a year or two after the precipitating incident to inquire about recidivism and related problems. (NJF/ACP, Guidelines for Implementation, 1994, p.114)

Parents are probably the best single source of follow-up information, if sufficient rapport has been built to enable the parents to report any additional delinquent behaviors or other problems. Telephone contact should be made with the parents rather than sending an impersonal form. (NJF/ACP, Guidelines for Implementation, 1994, p.114)

A review of the Fireproof Children Handbook (Bills, Cole, Crandall, Schwartzman, 1990) found that there was some reference to collecting data. This data collection was targeted more to starting a new program to justify the need. Sample forms are included in the handbook and some of these could be used for ongoing data collection. There was no specific information or instruction in the handbook regarding follow-up after intervention activities to audit for recidivism.

A review of Playing with Fire: A Deadly Game, A Companion Manual (Pinsonneault, 1991) found that this manual was primary for setting an interagency juvenile firesetter intervention program. There was no specific information or instruction in the manual on data collection or follow-up after intervention activities to audit for recidivism. The sample forms that were included were not related to a MIS or evaluation.

PROCEDURES

Initial research began at the Learning Resource Center (LRC), Emmitsburg, MD, to look for articles in journals, reports, and periodicals that related to juvenile firesetting. Using the words juvenile firesetter as a starting point, sources were searched looking for information. The information that was found was narrowed down to those articles or reports that had reference to setting up an intervention program, what other fire departments with juvenile firesetter programs (JFP) reported, and those that reported or summarized existing programs.

Accessing the World Wide Web and using the LRC's online card catalog continued the literature search. A local library was used to borrow materials through interlibrary loan. The limitations found in searching for information through the LRC was that the information obtained was not recent. There were limited recent articles in journals and periodicals. The local library had very little information.

To find out current information that fire intervention programs across the U.S. are compiling to monitor and evaluate their programs, as well as how the program is tracking recidivism rates, a survey was conducted. The findings of the survey showed how JFP's are evaluating recidivism and what statistics they are reporting. This is covered in detail in the Results section of this research.

The World Wide Web was used to search for fire departments and organizations throughout the U.S. to send out the survey. When a fire department or organization was located, information was collected such as the address, phone number and fax number, if available. Not all web sites provided this information, so e-mail was used to send surveys. Reference lists included in handbooks and manuals were also a source of fire departments and organizations with programs. Because many of these were not recently published, most of the contact persons were no longer in that particular department or at times employed with the organization.

The surveys were sent out to the random fire departments and organizations, as they were located. The only criterion that was used was that the fire department or organization had a JFP. The surveys were sent out over a span of several months. Follow-up phone calls were made to those departments and organizations that did not return the surveys. The surveys were sent out by several different methods including mail, facsimile, or electronic mail. Forty-one surveys were sent. Twenty-six or approximately 63.4% of these were completed and returned. A sample of the survey letter can be found in Appendix A, followed by the answers from the individual JFP surveys. These can be found in Appendix B.

DEFINITIONS

Fireplay: "Child 'fireplay' incidents typically involve children who are too young to understand the danger of their actions" (Reardon, 1990, p.68).

Firesetting: "Juvenile firesetting…is a deliberate act typically committed by children old enough to understand the dangers of their behavior" (Reardon, 1990, p. 70).

RESULTS

The results of the research project come from the comprehensive examination of all of the data from manuals, handbooks, and journal articles and the completed survey. From the 26 or 63% of the surveys that were returned, in few instances was the information returned from different JFP's worded in the same way. Because of this, the process required dissecting the information in the returned surveys to correlate the results. This information is then compared to the results of the research from the manuals, handbooks, and journal articles. The results of this project have been grouped and summarized in text and table form.

Research Question One

After a juvenile completes an intervention program, what follow-up is conducted to audit for any reoccurrence of fireplay or firesetting?

Nineteen or 73% of the JFP's surveyed answered yes to question one. One of these JFP's answered no to question one, but reported some follow-up based on time allowing in question two. Seven or 27% answered no. To clarify this, one of the programs said that although they did not conduct follow-up, they do monitor fire calls and reports for cases that involve youth.

Research Question Two

How long after completion of an intervention program is follow-up conducted and how many follow-ups are done and for how long of a period (i.e., months, years) does it continue?

Of the 26 surveys that were returned, 18 JFP's report that that they conduct follow-up with juveniles after they complete the program. One other JFP reports that follow-up is based on time allowing. Of the JFP's that conducted follow-up, only a set of two programs follow the same time frequency and regularity. Of these four programs, two conduct follow-up at one month after the juvenile completes the program and then again at six and 12 months. The method of follow-up was not reported. The other three conduct only one follow-up at six months. One program uses an evaluation card and the other conducts a progress report on the client's written goals.

Two other programs report three follow-up frequencies. The first program reported follow-ups at three months, six to nine months and at 12 months, using the phone contact as the follow-up method. If a phone was not available, then mail is used. The other program reports follow-up at three months, six months and 12 months. The method of follow-up is not reported.

Four JFP's reported follow-ups that are structured according to the risk factors of the individual juvenile. The first program conducts one follow-up at one month after completion of the program. If the juvenile is referred for counseling or therapy, then follow-up is done at three-month intervals for at least two years on average. A phone call or visit is the method used to follow-up. The second program conducts two follow-ups at three months and again at six months after completion of the program for higher risk juveniles, but conducts one follow-up at six months for lower risk juveniles. Method of follow-up is not reported. The third program has somewhat less formalized follow-up procedures. An initial follow-up is conducted at one week after completion of the program. Depending on each individual juvenile and their circumstances including such things as age and risk level, the follow-ups are continued on a weekly basis for four to six months. The method of follow-up is not reported. The last program conducts follow-up at two and six weeks, but depending on the incident, may continue to follow-up more or less.

Four JFP's conduct two scheduled follow-ups. The first program at six and 12 months with a mailed questionnaire. The second program at one and five months, with a phone call at one month and a program evaluation mailed at five months, and the third program at one and 12 months with a phone call or by mail. The fourth program conducts follow-ups at two and six weeks. The method of follow-up is not reported.

Four programs report one follow-up. The first at three months with a letter mailed, another program at four months with a phone call or by mail, the third program conducts follow-up three months after appearance in court. The follow-up is conducted by Children's Hospital. If any are missed, follow-up is then conducted one to two months later. The last JFP reports one follow-up conducted at six months, but this was based on time allowing.

Including the JFP that does follow-up as time permits, 37% of the programs does one follow-up after completion of the program. Twenty-one percent of the programs conduct follow-ups that are structured according to the risk factors of the individual juvenile. Twenty-one percent of the programs conduct two follow-ups and 21% conduct three follow-ups. A table outlining these results can be found in Appendix C.

The results of the literature review show that there is a national model for frequency of follow-up with juveniles to audit for recidivism. The national model, Guidelines for Implementation, indicates that,

Quarterly contacts should be made with the family and key agencies for a year or two after the precipitating incident to inquire about recidivism and related problems….Telephone contact should be made with the parents rather than sending an impersonal form. (NJF/ACP, Guidelines for Implementation, 1994, p. 114)

The survey results were compared to the national model. Of the JFP's surveyed, one program conducts quarterly follow-ups for one to two years. The JFP continues follow-up at three month intervals for at least two years on the average when the individual is referred for counseling or therapy. Six or approximately 2.3% of the JFP's continued follow-ups for one year.

Research Question Three

What information is compiled to monitor and evaluate the program? Are there any national models for monitoring a program?

The answers to Question 3 found in the 26 surveys, is consolidated into an alphabetical list to determine the frequency of identical statistics. Two hundred and forty different statistical items are recorded. These items are located in Table D1, All Statistical Information From All Surveys in Appendix D. Only 11 statistical items or approximately 4.5% of the total items were found in the 26 surveys that are stated identically. To clarify the results, the three JFP's that used the Massachusetts State-Wide Juvenile Firesetter Program Coalition form are not included unless another program also uses the same statistic. These statistics and the number of times they were found are as follows:

Table 1

Frequency of Identical Statistics

Statistical Information	F[a]
Address	2
Age	5*
Grade	4*
Marital Status	2
Number of injuries	2
Race	3
Referral source	3
School name	2
Sex	5*
Total dollar loss	2
Zip Code	2

Note. F[a] represents the number of times a statistic is found in more than one survey with identical wording. The three JFP's that used the Massachusetts State-Wide Juvenile Firesetter Program Coalition form are not included unless another program also used the same statistic found in the surveys.

*= Three of these are used in the JFP's who use the Massachusetts State-Wide Juvenile Firesetter Program Coalition form.

Although there are only 11 identical statistics found in the 240 statistical items, many of the items have the same intent or are related. The statistical items are then arranged into nine different categories. This allows the information to be grouped that has the same intent or that is related. The first category, Table E1, Information Relating to the Juvenile, found in the appendix, has 35 different statistical items. Five or approximately 14.3% of the statistical items have the same intent or are related with a frequency in at least four other cases. These statistical items and the frequency to others are shown as follows:

Table 2

Frequency of Related Information for Juvenile

Statistics Relating to Juvenile	F^a	F^c
Age	5	10
Sex	5	6
Grade	4	5
ADHD? (Yes or No)	3	4
History of fireplay (Yes or No)	1	14

Note. F^a represents the number of times a statistic is found in more than one survey with identical wording. The three JFP's that used the Massachusetts State-Wide Juvenile Firesetter Program Coalition form are not included unless another program also used the same statistic found in the surveys. F^c represents the statistical items that have the same intent or were related to other statistics with a frequency in at least 4 other instances.

The second category, found in Table E2, Information Relating to Parent or Guardian and Residence or Environment, included in the appendix, has 30 different statistical items. Two or approximately 6.7% of the statistical items have the same intent or are related with a frequency in at least four other cases. These statistical items and the frequency to others are shown as follows:

Table 3

Frequency of Related Information to Parent or Guardian and Residence or Environment

Statistics Relating to Parent or Guardian and Residence or Environment

	F^a	F^c
Marital status	2	8
Number of smokers in home	1	4

Note. F^a represents the number of times a statistic is found in more than one survey with identical wording. The three JFP's that used the Massachusetts State-Wide Juvenile Firesetter Program Coalition form are not included unless another program also used the same statistic found in the surveys. F^c represents the statistical items that have the same intent or were related to other statistics with a frequency in at least 4 other instances.

In the third category, Table E3, Information Relating to Fire Incident, located in the appendix, has 33 different statistical items. Three or approximately 9.4% of the statistical items have the same intent or are related with a frequency in at least four other cases. These statistical items and the frequency to others are shown as follows:

Table 4

Frequency of Statistics Relating to Fire Incident

Statistics Relating to Fire Incident	F^a	F^c
Ignition source	1	7
Incident date and time	1	7
Most common place for firesetting	1	7

Note. F^a represents the number of times a statistic is found in more than 1 survey with identical wording. The 3 JFP's that used the Massachusetts State-Wide Juvenile Firesetter Program Coalition form are not included unless another program also used the same statistic found in the surveys. F^c represents the statistical items that have the same intent or were related to other statistics with a frequency in at least 4 other instances.

The fourth category, Table E4, Information Relating to Program, Services, and Education, located in the appendix, has 60 different statistical items. Six or 10% of the statistical items have the same intent or are related with a frequency in at least four other cases. These statistical items and the frequency to others are shown as follows:

Table 5

Frequency of Statistics Relating to Program, Services, and Education

Statistics Relating to Program, Services, and Education	F^a	F^c
Assessment determination	1	4
Most common age	1	8
Sex, Number of males, females	1	9
Number of students in program	1	9
Number of hours involved in each case	1	4
Program evaluation	1	4

Note. F^a represents the number of times a statistic is found in more than 1 survey with identical wording. The 3 JFP's that used the Massachusetts State-Wide Juvenile Firesetter Program Coalition form are not included unless another program also used the same statistic found in the surveys. F^c represents the statistical items that have the same intent or were related to other statistics with a frequency in at least 4 other instances.

In the fifth category, Table E5, Information Relating to Referral or Other Agencies, located in the appendix, has 29 different statistical items. All of these statistical items have the same intent or are related in some way. These items related to the agencies that referred or were referred to.

In the sixth category, Table E6, Information Relating to Fire Department Information, located in the appendix, has five different statistical items. All of these statistical items have different intent or relation. These items each specifically relate to information that is specific to fire departments such as name and address, reporting, etc.

In the seventh category, Table E7, Information Relating to Injuries, Deaths, and Damages, located in the appendix, has 30 different statistical items. Three or 10% of the statistical items have the same intent or are related with a frequency in at least four other cases. These statistical items and the frequency to others are shown as follows:

Table 6

Frequency of Statistics Relating to Injuries, Deaths, and Damages

Statistics Relating to Injuries, Deaths, and Damages	F[a]	F[c]
Number of injuries	4	12
Number of deaths	1	7
Total dollar loss	2	13

Note. F[a] represents the number of times a statistic is found in more than 1 survey with identical wording. The 3 JFP's that used the Massachusetts State-Wide Juvenile Firesetter Program Coalition form are not included unless another program also used the same statistic found in the surveys. F[c] represents the statistical items that have the same intent or were related to other statistics with a frequency in at least 4 other instances.

Category 8, Table E8, Miscellaneous Information, located in the appendix, has 18 different statistical items. One or approximately 5.6% of the statistical items have the same intent or are related with a frequency in at least four other cases. This statistical item and its frequency to other is shown as follows:

Table 7

Frequency of Miscellaneous Information

Miscellaneous Statistics	F[a]	F[c]
Number of fires involving children playing with fire	1	6

Note. F[a] represents the number of times a statistic is found in more than one survey with identical wording. The 3 JFP's that used the Massachusetts State-Wide Juvenile Firesetter Program Coalition form are not included unless another program also used the same statistic found in the surveys. F[c] represents the statistical items that have the same intent or were related to other statistics with a frequency in at least 4 other instances.

The last category, Table E9, Information Relating to Recidivism, located in the appendix, has four different statistical items. All of the statistical items have the same intent or are related with a frequency in at least four other cases. The items are all related to recidivism in some way.

The results of the literature review show one national model for evaluation purposes to determine effectiveness as it relates to recidivism rates. The national model is located in

the Guidelines for Implementation and Fire Service Guide to a Juvenile Firesetter Early Intervention Program. These manuals and two others were supported by a grant awarded to the ISA by OJJDP and USFA. (FA-147, 1994). This initiative took place from 1987 through 1993 and is known as the NFP/ACP (Garry, 1997, pp. 3-4). The national model, Central Elements of the Monitoring Systems, MIS includes the following:

Management Information System (MIS). There are four categories of data included in an MIS:

I. Case characteristics

- Source of referral
- Age, sex, race, family status of firesetter
- Details of the firesetting incident--motive, presence of others, location of fire, materials used, damage estimate, injuries, deaths
- Past firesetting incidents
- Initial assessment after screening (e.g., little, definite, or extreme risk)

II. Services rendered

- Dates, content, and length of educational sessions; dates, purposes, and agencies of referral(s); number and type of counseling sessions; details of other services (mentor pairing, restitution, community service, visits to burn units, etc.)

III. Case disposition

- Dates and outcomes of all services rendered, gathered through routine reporting by all cooperating agencies or direct follow-up
- Status of case in criminal justice system

IV. Program Activities

- Education/prevention activities, school-based or community or other--type, number, attendance, content
- Training for others in the field--type, curriculum, number trained
- Resource/materials development
- Other--media coverage, Task Force participation, etc.
- (NJF/ACP, User's Guide, 1994, pp. 109-110; NJF/ACP, Fire Service Guide, 1994, pp. 41-42)

The survey results were compared to the national MIS model. Seven out of 11 or approximately 64% of the statistical items located in the results of the Frequency of Identical Statistics are also located in the national MIS model.

The case characteristics of the national MIS model are compared to the following tables noted elsewhere in this research report: Frequency of Related Information for Juvenile, Frequency of Related Information to Parent or Guardian and Residence or Environment, Frequency of Statistics Relating to Fire Incident, Frequency of Statistics Relating to

Program, Services, and Education, Information Relating to Referral or Other Agencies, and Information Relating to Injuries, Deaths and Damages. These tables consist of 20 statistical items. Of the 20 items, 14 or 70% of the items are located in the national MIS model.

DISCUSSION

The research results showed that there is little information on specific instruction or national modeling for conducting follow-up to audit for any reoccurrence of fireplay or firesetting or what information should be used to monitor and evaluate a program. Several sources indicate the need for this. Among these are the NFPA Task Force on Juvenile Firesetting, and NFPA Juvenile Practitioners' Forum. Both of these recognize the need to have consistent national data collection, but no specific publications or software can be found as a result of this endeavor. Don Porth of the Portland Fire Bureau (Porth, 1992), offered considerable insight on developing an effective program. In fact, as an individual who is not selling his product, he offers this information based on knowledge and experience. As one of the organizations surveyed for this research paper, the answers to the three questions in the survey, is contained in a two part annual report. This report was impressive to say the least. This JFP most closely resembles the national model found in NFJ/ACP series (FA-146, 1994, FA-147, 1994, FA-145, 1994, and FA-149, 1994). The limitations of this JFP for many jurisdictions might be the time and staff needed to dedicate to this type of extensive data collection, analysis, and reporting. The Fireproof Children Handbook (Bills, et al., 1990), and Playing with Fire: A Deadly Game, A Companion Manual (Pinsonneault, 1991) are excellent resources for setting up a JFP and working with juvenile firesetters. But like the FEMA/USFA companion handbook series (FEMA/USFA, FA 83, 1988, FEMA/USFA, FA 82, 1988, FEMA/USFA, FA 80, 1988), these manuals and handbooks do not give specific instruction or modeling for follow-up or data collection for evaluation purposes. These FEMA/USFA handbooks would not be considered recent publications, but are still available today, and have not been revised. Many organizations and fire departments rely on these handbooks as the foundation of the programs in their communities. This author's JFP is an example of a program that used the handbooks as a foundation.

The Massachusetts State-Wide Juvenile Firesetter Program Coalition and the State of Illinois Youthful Firesetter Program are included in the survey of JFP's, and show a state-wide effort for consistent data collection. Through the analysis of the surveys returned, it becomes apparent that many programs base follow-up and data collection according to individual needs and budgetary constraints.

The challenge to a jurisdiction or organization is to strive to develop a program within the constraints of a limited budget and resources and at the same time strive to emulate national modeling. One can understand quickly the implications of an adequate JFP that covers the spectrum of necessary parts of an entire program. Thus, the results of programs that begin small, are homegrown, and grow as the program necessitates (Cook, et al., 1989).

RECOMMENDATIONS

To justify the worth and effectiveness of a JFP within budgetary constraints, the following recommendations are suggested:

The existing data collection system or MIS should be compared to the national model found in the NFJ/ACP series (FA-146, 1994, FA-147, 1994, FA-145, 1994, FA-149, 1994), and revised to include the necessary elements that are not currently included. This would involve improving the current computer database and forms. To implement these changes it is important to make it as user friendly as possible to ensure that information retrieval is accomplished. This retrieval also needs to be efficient to make the most of staff time.

Follow-up frequency with juvenile firesetters and their families should be increased to parallel the national model found in the NFJ/ACP series (FA-146, 1994, FA-147, 1994, FA-145, 1994, FA-149, 1994). To accomplish this, the MIS should be formatted to provide on-going information relevant to the juvenile firesetter. A method should be provided to easily receive or acquire reminders or ticklers to follow-up on the numerous different cases that are current. And as a result of this follow-up plan, a procedure should be drafted to deal with juveniles when follow-up indicates reoccurrence of fireplay or firesetting.

To compare the results of the JFP first to local state statistics and recidivism rates, the need arises for improved reporting and evaluation from the other local fire department, county-based task force organizations, and on a state level. The challenge in this recommendation is the ability of a small volunteer fire department to provide a JFP with budget constraints, staff and time limitations, as well as recognizing the need. Unless the need is recognized, the probability of a county level task force is not as attainable. The recommendation is to encourage and support the State Fire Marshal to implement the education, training, and structure to implement a statewide coalition.

Comparing local JFP results nationally requires locating the individuals throughout the U.S. who have statistics and results for JFP's on a statewide scale. Networking is a valuable tool to accomplish this. Using the World Wide Web can serve as an invaluable tool. This has been shown by the survey results conducted for this research project, in which most of the JFP's were found using the World Wide Web. Contacting resources found in handbooks and manuals is also a good resource, but one must recognize that the contact person, address, and phone number may not be up-to-date. These resources may also be limited in number.

A recommendation on a national level is for the FEMA/USFA to develop a generic computer program that is flexible and can be tailored to a JFP as needed. This would provide the initiative to encourage data collection and evaluation based on a national model.

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APPENDIX B

"Comparable Juvenile Firesetter Intervention Programs--A Utilization-Focused Evaluation"

Applied Research Dr. Arturo Vega Department of Public Administration University of Texas at San Antonio

Rodney Hitzfelder
Fall 2003
Exit Paper

Abstract

Title: "Comparable Juvenile Firesetter Intervention Programs--A Utilization-Focused Evaluation"

This research employed a utilization-focused evaluation method to examine two cases of Juvenile Firesetter Intervention Programs in the cities of Portland, Oregon and San Antonio, Texas. The method employed began with the premise that evaluations should be judged by their utility and actual use; therefore, evaluators should facilitate the evaluation process and design any evaluation with careful consideration of how everything that is done will affect use. Comparative case studies were utilized for evaluative purposes in order to describe the programs and their limitations in providing intervention services to juvenile offenders. Program histories and profiles of typical clients were detailed for comparison purposes. Extensive interviews with key personnel provided relevant data for comparative purposes and for critical recommendations. Decision makers and information users who were to use the information that the evaluation produced were identified. Stated program goals, objectives, outcomes and problems were identified, and suggested solutions to those problems were offered for each individual program. An obvious lack of uniform data across programs in the United States with which to determine effectiveness was identified. The final recommendation section provided a proposed mechanism to begin sample testing the effectiveness of current intervention programs in a quantitative manner.

Introduction

This paper employs a utilization-focused evaluation method to examine two cases of Juvenile Firesetter Intervention Programs in the cities of Portland, Oregon and San Antonio, Texas. Comparative case studies are utilized for evaluative purposes in order to describe the programs and their limitations in providing intervention services to juvenile offenders. The lack of uniform data collection and availability of data necessitates the use of comparative case studies.

This paper examines, contrasts and evaluates two such programs. The Portland program is generally regarded as one of the best in the nation while the San Antonio program had an auspicious beginning but due to various reasons has not maintained its level of professionalism and is currently considered to be on the "comeback trail".

An evaluation critique/comparison method of the two programs is employed, specifically using the Utilization-Focused Evaluation method proposed by Michael Quinn Patton (2000). While it is believed that this evaluation will benefit similar programs, it will be generally tailored to assist the San Antonio program's efforts to improve and regain lost ground in its fire intervention efforts.

To begin the evaluation, the two programs to be observed in this case will be examined and compared for several factors. Program histories will be provided and profiles of a typical client of each program will be detailed for comparison purposes. Extensive interviews with key personnel in both programs provided relevant data for comparative purposes and for critical recommendations (See Attachment A). Decision makers and information users who will use the information that the evaluation produces will be identified. Stated program goals, objectives, outcomes (recidivism rates in this case) and problems are identified. Suggested solutions to those problems will be offered.

The final recommendation section of this report puts forth a mechanism to begin sample testing the effectiveness of current programs with the hope that future researchers will continue to move towards such an effective system.

Literature Review

Arson is the number one cause of all fires and the second leading cause of residential fire deaths. There were an estimated 418,000 intentional fires in 1999 in the United States. These fires resulted in 622 deaths and $2.7 billion in property damage. For the eighth straight year, juvenile firesetters accounted for at least half (50%) of those arrested for arson in 2001. Nearly one-third of arrestees were children under the age of 15, and 5% were under the age of 10, according to the FBI. According to FBI statistics, only 16% of arson offenses in 2001 were solved by arrest. Juvenile offenders accounted for 45% of these arrests. An estimated 2% of intentional fires led to convictions. Intentional fires ranked first among the major causes in structure fire dollar loss between 1995 and 1999 (Hall, 2003). Fire service data compiled by the National Fire Incident Reporting System (NFIRS) have repeatedly shown that firefighter injuries are significantly higher at arson fires than at accidental fires. Arson fires account for 22 percent of firefighter injuries (Schwartzman, Stambaugh & Kimball, 2000).

Throughout the literature on the subject of arson, multiple variations of categories of arsonists have been defined. White (1996) delineates eight distinct variants: the pyromaniac (extremely rare in actuality although most popularly depicted in entertainment), the revenge firesetter, the arson-for-profit arsonist, the hero or "vanity" arsonist (all too often a new volunteer firefighter), the thrill seeker or vandal firesetter, the terrorist or social protest arsonist, the crime concealment arsonist and finally, the juvenile arsonist. Slavkin (2000) submits further typology for the juvenile firesetter:

nonpathological firesetters, including the curiosity or accidental type, and pathological firesetters which include the "cry-for-help" type, the delinquent type, the severely disturbed type, the cognitively impaired type and the socio-cultural type.

The category juvenile firesetter is significant in that current data suggests that juveniles under the age of 18 are responsible for approximately 60% of all fires set in large cities in the United States and that juveniles consistently account for over fifty percent of all fires set (Smith, 1990). Fires set by children and adolescents are more likely than any other household disaster to result in death (Slavkin & Fineman, 2000). Although children five and under make up about 9% of the country's population, they accounted for 17% of the home fire deaths, assigning them a risk twice the national average (NFPA Online, 2003).

As noted earlier, prior suggested methodology to determine intervention program effectiveness has proven limited. "The research results showed that there is little information on specific instruction or national modeling for conducting follow-up to audit for any reoccurrence of fireplay or firesetting nor what information should be used to monitor and evaluate a program." (Arlund, 1998). In order to rectify this situation, pertinent comparable information gathered must be identified and utilized to determine program effectiveness.

Numerous researchers in the field of juvenile firesetting have studied methods to attempt to determine levels of future firesetting activity. Sakheim and Osborn (1999) revisited existing studies and purported to have devised a method to determine to a 95% probability the ability to differentiate severe/high-risk from minor/low-risk firesetters. This differentiation and classification is vitally important to identify appropriate

treatment modalities. While it is generally accepted in the curriculum that "minor" and "moderate" risk firesetters can usually be treated safely and effectively in the community with parent and child counseling, fire safety education, and social skills training, the "severe" firesetters require early detection, accurate diagnosis and assessment, and appropriate intervention to be successfully treated and rehabilitated. This level of firesetter generally poses a great danger to property, the local economy and the general publics' health and life safety. Regardless of type it is strongly suggested in all cases that a comprehensive, structured interview with the juvenile be conducted by properly trained personnel. Additionally, a family assessment is necessary due to the strong correlation between firesetting activity and family dysfunction.

Arson represents only a part of the juvenile firesetting problem. Children playing with fire represent another aspect. Children under the age of accountability, those lacking intent and whose motivation is not deemed to be arson cause over 3,000 fires annually, resulting in an annual property loss of almost 10 million dollars. These fires also result in an alarming percentage of injuries suffered by, and fatalities of children (San Antonio Fire Department, 2000).

Despite the above figures juvenile firesetting remains a little-studied area. The limited research available is dominated by a psychodynamic perspective (Slavkin, 2001). It has proven important to design and implement intervention strategies to attempt to minimize primary and reoccurring instances of juvenile firesetter activity. Lives and property lost and injuries and suffering sustained require that the issue be addressed, but the methods of intervention must be studied to determine viability. Prior research reveals limited scientific examination of data to determine effectiveness of Juvenile Firesetter

Intervention Programs (JFIPs) although methods to examine and evaluate existing and proposed data have been identified (Arlund, 1998). While many juvenile firesetter programs have developed some internal system to monitor their caseloads, others simply maintain individual case files with no systematic way to track cases, determine final dispositions, report to funding agencies, etc. Very few have systems capable of being used for evaluation purposes (National Juvenile Firesetter/Arson Control and Prevention Program, 1994). No national model of information gathering, evaluation and dissemination has been affected to date. Therefore, it is important to determine if the present forms of intervention programs reduce the reoccurrence of juvenile firesetter activity and to systematize the methods used to answer this question.

The term "juvenile firesetter" is often misunderstood. Parents often disbelieve that their children may exhibit such behavior and think, "only bad kids do bad things like that." In reality, however, children become fire curious sometime during their development, usually between the ages of four and eight. Fire is fascinating to a child and attracts their natural curiosity (Slavkin, 2001). Movement, light, heat and color as well as the changes it brings to the environment around it makes fire attractive to the young mind. Unfortunately, the only education for the child on the matter of fire use is oftentimes a shouted "No!" Parents should be educated and prepared to handle this natural curiosity and to respond in an appropriate manner.

In the same way children displaying fire curiosity tendencies must be educated, so too should those who have exhibited firesetting incidences. Education as to the utility and dangers of fire must be exemplified to children in order to satisfy those curiosities. A structured, organized time-tested, nationally-based, locally refined intervention program

would generally be believed to be effective in minimizing reoccurring instances of this behavior. By unmasking the mystery and explaining the phenomena to children, deviant behavior should be expected to decrease. In reality, however, can an intervention program be scientifically quantified to prove effectiveness? More importantly, can a national program that attacks the problem be designed so that it most economically reduces the problem? This researcher assumes that the answer to these questions is yes. The fact is that no such system (time-tested, nationally-based) currently exists.

Methodology

To conceptualize the key terms "juvenile firesetters" and "intervention program" it is necessary to define them. **Juvenile firesetters** are typically defined as "children or adolescents that engage in firesetting. Beyond its tautological character, such a definition implies a singularity about firesetting in children and adolescents" (Slavkin, 2000). More to the point are those children that have displayed the tendency to "play with fire" with or without malicious intent at or under the age of 17.

Intervention program denotes a structured, organized program designed to eliminate future occurrences of such behavior. Operationalization of the success or failure of a juvenile firesetters program requires that identified subjects be followed using either subsequent criminal records or surveys to determine reoccurrence of the activity[1].

> *"Utilization-focused evaluation* begins with the premise that evaluations should be judged by their utility and actual use; therefore, evaluators should facilitate the evaluation process and design any evaluation with careful consideration of how everything that is done, *from beginning to end,* will affect use. Nor is use an abstraction. Use concerns how real people in the real world apply evaluation findings and experience the evaluation process. Therefore, the *focus* in utilization-focused evaluation is on *intended use by intended users"* (Patton, 2000).

This method offers an evaluative process, strategy, and framework for making decisions about the content, focus, and methods of an evaluation. Utilization-focused evaluation begins with identification and organization of specific, relevant decision makers and information users who will use the information that the evaluation produces. The evaluator begins interactions with those decision makers by working to foster commitments to both evaluation of the program to be examined and the use of the evaluation once completed. Patton also emphasizes that researchers should use creative and practical design methods that are responsive to the situation to be observed. The goals of Utilization-Focused Evaluations should always be that the final product have utility and relevance to the intended users and be acceptable to those same users.

From the lack of scientific data it appears that program claims and unscientific methods have been utilized to date to determine success of most intervention programs. Based upon reported recidivism rates of program graduates, however, this evaluator hypothesizes that present juvenile firesetter intervention programs (independent variable) are successful in reducing reoccurrences of juvenile firesetter behavior (dependent variable). This hypothesis proposes that there is a direct relationship between program completion and recidivism.

> "Many Fire Departments programs report low recidivism rates, but do not accurately track offenders. Most programs report recidivism rates, and they are invariably quite low, rarely exceeding 7%. The rates are subject to question, because so few programs maintain accurate follow-up statistics" (Cook, Gaynor, Hersch & Roehl, 1989).

Therefore, the boasts of success must be examined in light of actual success and specific factors common to all such programs. Several programs reviewed during the research for this project reported projected recidivism rates. Each generally relies on follow-up interviews with program graduates at some time post program.

Portland Fire & Rescue Juvenile Firesetting Intervention Program

Portland, Oregon Fire and Rescue serves approximately 503,000 residents with 730 employees. In 2003, the Portland Juvenile Firesetting Intervention Program is entering its seventeenth year of service to the community, making it one of the oldest in the nation dating to January of 1986. The Portland program was basically started "from the ground up", as few other programs existed at that time, in response to the overwhelming numbers of youth firesetters involved in arson investigations. The current director, Don Porth, is a juvenile firesetting intervention specialist and a twenty-three year veteran of the fire service. He has worked directly with child firesetting behaviors for over fourteen years. His implementation of the juvenile firesetting information database has made Portland's program one of the most noted in the nation. Porth is a member of the Juvenile Firesetter Intervention Network - NW Chapter, the Oregon Fire Education Association, the National Fire Protection Association as a steering committee member for addressing the national juvenile firesetting problem, and past Chair of the Oregon Council Against Arson. Porth holds a Bachelors of Science Degree in Fire Command Administration from City University (SOS Fires, 2003). He has been identified as the premier stakeholder in the Portland program for purposes of input and expectations of the outcome of this evaluation.

While Porth is currently the Director of Public Education for Portland Fire and Rescue, the Portland program has one dedicated program manager for the intervention program. This is supplemented by up to fifteen field firefighting personnel who volunteer to participate in the program by conducting interviews and provide education from fire stations in the community. Porth feels that while the single program manager can fill the reactive needs of the program, this person should be complemented by personnel

delivering proactive messages to the targeted community to address the concerns and act in a proactive manner rather than having the program wait on referrals of youth already exhibiting firesetting behavior.

The program is housed in the Public Education Section of the Fire Prevention Division and is funded by the approximate $80,000 cost of the program manager and his support needs. While funding appears adequate according to Porth, over the year's budget cuts have threatened the program. Based on the above program cost the cost per referral is approximately $500. However, additional services are purchased in this budget, and obviously added undetermined costs could also be attributed to the program with more in-depth analysis. Porth believes that such an analysis would probably provide a figure of about $300 per referral. However during his interview he added this note:

> "But consider this, in the first 8 years of the program, 16 fire deaths were attributed to youth set fires. In the past nine years, only 3 have been attributed to youth set fires. Overall fire loss is down as are youth fires. It is money very well spent" (2003).

The original goal of the program was to provide intervention services for families whose children had engaged in the unsanctioned and/or unsupervised (mis)use of fire. These services include educational intervention and/or referral to appropriate intervention services in the community.

> When asked if the goals have been met and updated Porth stated, "they have been met over the years. The program goals are still the same. However, the information gained through delivery of the program has provided valuable insight into the behavior in order to direct proactive education programs to stop the behavior before it occurs. Much data supports the success of this approach" (2003).

Data is presented in an annual report entitled *"The Portland Report – A Report on the Juvenile Firesetting Issue in Portland, Oregon."* The latest report (2002) contains data compiled over the last ten years. While not purporting to be a scientific study or

research document, Porth prefers to let the readers draw their own conclusions after reviewing Portland's findings. Porth also makes note that certain inconsistencies and gaps in data collection may have impacted the program due to staff changes and budget challenges. This observation is a common factor in all programs contacted during the course of this study. The average reported recidivism rate for the nine years with data in the report is six percent.

The current goal of the Portland program is summed up in the mission statement which states that the mission "is to identify the firesetting behavior of children who have been referred to the Program for the unsanctioned and/or unsupervised use of fire, determine the motivation for the firesetting behavior, and provide appropriate education and/or referral for such children/families" (Porth, 2002).

The objectives of the program are broken into six basic components. These are Identification, Intake, Education, Interview/Screening, Intervention Services, and Follow-Up/Evaluation. It provides a basic screening mechanism to determine the needs of families in order to overcome youth firesetting behaviors. The primary program element is the provision of educational intervention or referral to more comprehensive community services when it is determined that this is appropriate. Additionally, a "Proaction" component attempts to address the problem in a proactive method. It is in this proactive area that Porth believes greater emphasis should be placed. This is addressed in the recommendations section.

The typical referral to the program is an eight to twelve-year-old male Caucasian from a low-income, non-intact biological family. This profile varies under different evaluation criteria such as level of concern or by age.

In the Interview/Screening component, referred juveniles are categorized into one of three groups, based on the needs of the client. If the needs are educational intervention, they are deemed "Little Concern" and the program within itself works to fulfill those educational needs. When children are identified as engaging in troubled or "Definite Concern" firesetting behaviors, the required intervention is probably beyond the limits of what the Juvenile Firesetting Intervention Program can offer. "Extreme concern" firesetters urgently need intervention beyond the scope of the program. The terms were originally used back in the 1980's because they corresponded with the FEMA forms developed by Dr. Kenneth R. Fineman (1980), a psychiatrist who dealt with children and firesetting for a number of years. The form currently in use was developed by the Oregon State Fire Marshal's Office and is a derivation of Dr. Fineman's revision of the Federal Emergency Management Administration forms.

For children in the "Definite Concern" and "Extreme Concern" categories, the program assists the family in finding a program or agency best suited to the family's needs. This may range from inpatient hospitalization for the child to family counseling. Parenting classes may be another recommended intervention plan. The program has established referral systems with mental health providers to facilitate services to families.

San Antonio Fire Department JFIP

The issue of addressing the problem of juvenile firesetters in the City of San Antonio, Texas officially began in January of 1994 at a meeting of individuals representing several agencies, including the Fire Department, District Attorney's Office, the Juvenile Probation Office and the Red Cross. The children targeted were those that had an innate curiosity about fire with the potential to experiment with possible

disastrous results and those with psychosocial issues who utilized the power of fire to signal that they were unable to handle their current situations.

An advisory team of community partners was formed to study the necessity of such a program in San Antonio. Some of the things discovered were that 1) San Antonio mirrored the nation in that 40% of arson charges were filed against children, 2) certain areas of the city, typically those of low socio-economic status, had an increased number of fires set by children, 3) school fire safety was geared toward teaching a child what to do in case a fire started, NOT toward their experimentation with fire or the RULES surrounding fire use, and that 4) San Antonio had a problem with children and fire (Foster, 2003).

During the ensuing months programs in Phoenix, Houston, Atlanta, Cincinnati and Indianapolis were reviewed. The Phoenix model was more closely followed in the end. In April of 1994, the San Antonio Fire Department formally announced the establishment of their program in conjunction with several city and county agencies. The program was "directed at educating citizens of all ages about the extent of the juvenile firesetting problem and changing firesetting behavior through an intervention process. Intervention can include contact with a child firesetter and his family, education and referral to a counseling agency where applicable." The program was to be "targeted at children old enough to play with fire and exhibit fire curiosity" and include their parents (Warner, 1994).

At the start of the program, a former arson investigator was assigned full-time and a firefighter injured in the line of duty was detailed to the program. The program was to start small and identify children at risk. Agencies that may assist in the program were to

be identified. Firefighters, teachers, parents, counselors, day care providers and others were to be made aware of the program and provided information on how and when to refer "clients." An informational packet was to be developed to send to involved agencies. It was envisioned that the program would grow as experience was gained in addressing the local problem. A modest travel budget was obtained that allowed the two individuals to attend one conference a year pertaining to the subject of juvenile firesetters and a vehicle was dedicated to the program along with almost six thousand dollars to purchase educational materials.

The San Antonio program has experienced various changes in personnel, as all programs do over time. The current Program Supervisor, Lieutenant Machele Cevallos, is a thirteen-year department member who started working with the program in July of 2001. She currently supervises the Public Education/ Community Resources effort and at this time is currently involved in the day-to-day operations of the JFIP due to program deficiencies, staffing and recent personnel issues. The programs Intervention Specialist position has recently been filled by a Firefighter and is in training for the program. Upon completion this person should be able to relieve Lt. Cevallos of most of the day-to-day needs of the program. One of the original members of the program staff, Fire Apparatus Operator Deborah Foster, has returned to the program as the Program Coordinator after several years in Emergency Medical Services. Given her past experience from the initiation of the program to today, Foster has been able to provide much information regarding the program since its inception. Both Cevallos and Foster will therefore be considered the stakeholders for the San Antonio program.

Beginning in January of 2003, the Office of Public Education, the Juvenile Firesetters Intervention Program and the Public Information Office were consolidated to create the Community Resources Office.

To date, the Juvenile Firesetters Intervention Program has survived the budget axe, mostly due to dramatic reductions in arson losses in San Antonio since its inception and the similarly dramatic reduction in fire deaths overall. However, recent funding cutback have limited the "*S.A.F.E.House*" Program (San Antonio Fire Education House) directed at educating school age children on escaping burning structures and eliminated the "*Backdraft Band*" program, used also to educate children in fire behavior and safety, gun safety and promoting an anti-drug theme, a stay in school message and promoting positive self-esteem.

The original goal of the program was to address fire loss issues and take a proactive stance against the problem of juvenile firesetting. In response to the questions of whether the goals were met, have they been updated and what are the current goals, Foster replied with the following:

> "Within the first four years of the program, the goals were met and exceeded. By 1996, our program was one of the most regarded programs in the state. As a result we were asked to sit on a committee to develop a statewide curriculum on building Juvenile Firesetters Intervention Programs in Texas. After the curriculum was developed we became instructors, traveling and offering our expertise to Fire Departments who were looking to start programs of their own" (2003).

After some time, both of the originally assigned personnel moved to other assignments. Various department personnel were assigned to the program. Apparently some of those requesting these assignments did so due to the attractiveness of the work schedule, the relative unsupervised nature of the positions, or because of the lesser

physical requirements necessary compared to firefighting duties rather than any burning commitment to juvenile problems.

> "Changes in personnel impacted the program negatively. Once in position in JFIP, previous employees did not adopt the current goals or direction of the program and developmental growth was halted. Upon my return to the program I was tasked with regaining the ground lost with personnel and program implementation changes. With Lt. Machele Cevallos' assistance, I hope to restore the successes attained in previous years. Once this is done we will continue to make the program even better" Foster concluded (2003).

The San Antonio program did indeed decline from its former stature of the premier startup program in the state. After-the-fact interviews, analysis and review of program files reveal that some employees placed in the program after the initial two were often assigned on a seniority basis or due to work limitations, not due to a regard for the program. It is because of this lack of management and oversight that little or no records or data of value can be produced for the last several years of the program. This, in fact, changed the scope of this study that initially was envisioned to be quantitative in nature and was to determine the accuracy of reported recidivism rates (See Attachment C). While Porth noted similar problems in the Portland program, it did not appear to have impacted Portland's program nearly as critically.

As with any public sector program, staffing is always in question. When queried as to how many personnel she believed should be dedicated to the program Lieutenant Cevallos' response was four.

> "We visit our clients in teams of two", Cevallos states, "and usually visits are made after normal working hours to accommodate our JFIP families. Because we are limited by the days we are available to work after hours, it is often difficult to schedule visits. With a team of four, we could visit more schools and organizations during normal business hours and service our JFIP families in a more timely manner than we have in the past" (2003).

Foster believes a minimum of three and ideally four personnel would greatly benefit the program. She states,

> "At least one employee will be needed whose primary responsibility will be to administrative duties pertaining to the program. A minimum of two people is required for an interview situation. This is not only necessary to adequately conduct the interview but also to protect the employees and department from liability issues. When educational services are provided to the schools through Fire Safety Presentations and Clowning and Puppet Shows the current staff are overwhelmed and unable to provide quality services" (2003).

The total of four noted would not include the position Lt. Cevallos currently occupies, as the combination of several programs should now require her as an administrator.

When asked to profile the typical client seen by the program, the current database utilized was unable to easily provide any such profile. However, a manual tabulation of case files reveals the profile of a ten-year-old Hispanic male using readily available matches and lighters to ignite fireworks, trash, brush or to burn vacant houses (Foster, 2003). Apparently three major issues complicate the ability to perform this seemingly easy task. First is the loss or lack of information on prior referrals due to past personnel issues. Previous employees failed either to complete files or to enter them in the database. Follow-ups on clients seen were virtually non-existent; therefore the tracking of recidivism is not possible for this period of time. The second issue appears to be a lack of training and familiarization by field firefighting personnel. Few referrals of juveniles by these firefighters have been made to the program. Most clients seen are referred by the Juvenile Justice Court system. Looking at these referrals may give a profile of the average client seen by the program, but will not be useful to determine the typical juvenile firesetter in the community until all parties that should be making referrals do so. This problem is scheduled to be addressed in January of 2004 by a continuing education

program that is being developed at this time. This module will be provided to firefighting personnel to familiarize them with the program and educate them as to what activities require referrals. A third problem is the lack of reliability of computers and the network utilized by the program. The intervention program is currently housed at Fire Station #20 on the far southeast side of the city, mainly due to administrative space considerations rather than proximity to any target audience, convenience to the program providers or access to computer networks. Computer, networking and database problems and unreliability seemed to be a continuous problem when trying to access information on any aspect of the program from this location. During a large part of this research the database was unavailable due to either computer or network problems. Recent budget cuts within the department in the area of information management make it appear doubtful that this problem will disappear altogether anytime soon.

The program currently utilizes Intake and Evaluation Forms developed by the same Dr. Fineman noted in the Portland program. They are standardized forms that assess the referred child and family for risk of firesetting behavior. All personnel in the program currently do intake and evaluation of clientele. An initial risk assessment determines whether the child's needs can be addressed by the program alone, the program and additional outside counseling resources or if the child's situation is beyond the scope of the current educational program. The risk assessment process is used to describe the reasons behind the current firesetting incident(s) for which the child is being referred to the JFIP and to determine the probability of future firesetting behavior. The Risk Assessment is based on the following: Health History, Family Structures/Issues, Peer Issues, Behavior Issues, Fire History, Crisis or Trauma, Characteristics of Firestart/play

and Observations made during the interviews. The assessment allows the interviewer to place the referral into one of four general classifications:

➢ Curiosity Firesetting-those children who, due to an innate curiosity about fire, experiment with fire. For example, the younger child who utilizes a parent's lighters or matches to emulate smoking, lighting candles on birthday cakes etc.

➢ Crisis Firesetting-those children who due to socio-economic or psychosocial issues utilize fire as a signal to those around them that their personal world has become unmanageable and they need help.

➢ Delinquent Firesetting-those children who deliberately set fires to cause damage to property. Firesetting is due to anger at another, seeking acceptance by peers or just to show off.

➢ Psychopathologic Firesetting-those children whose firesetting is a part of serious psychological issues. This firesetter is obviously beyond the scope of a Juvenile Firesetters Intervention Program.

The parent then completes a survey form with an additional questionnaire regarding the child's health, social and behavioral concerns. These responses to the questions are numerically weighted as per the Texas State Fire Marshals Office and Dr. Fineman (1980). Percentages are assigned to the parent, the child and the family unit to assess risk. The Fineman categories of "little concern", "definite concern" and "extreme concern" are then assigned to the referred client. If the overall percentage is less than 20% the child is placed at "little risk" and the San Antonio JFIP educational curriculum is utilized to educate the child to the dangers of fireplay[2]. If the percentage is between 21% and 66% a "definite risk" assessment is assigned. This child, if not already involved with

services such as psychological intervention, is educated by the JFIP and referred to appropriate agencies. If the percentage is at 67% or greater, the child is placed at "extreme risk" and is referred to appropriate agencies. In this instance it is sometimes necessary for the child to be referred out and received those services before the JFIP is able to provide educational services. Likewise, it may be determined through this assessment that the program will provide no benefit to the child unless the underlying psychological or social issues are resolved beforehand.

Follow up of clients and the tracking of recidivism must be at the core of any such program to evaluate effectiveness. In San Antonio, after a child completes an educational program the family is followed up at specific intervals of thirty days, six months and one year. The thirty-day follow-up includes a written questionnaire and an inspection of the home by JFIP personnel. The six month and one year follow-ups are simply phone calls to follow the progress of the client and their family. If there has been no indication of firesetting behavior within that time frame (one year), the child is "graduated" from the program and the file is moved to an "inactive" status. If the client is referred back to the program after the "graduation" the file is reopened. The educational approach is adjusted to address the current firesetting situation. This self-reporting mechanism relies on the family's truthful forthcomings. Unfortunately, recidivism rates in the San Antonio program cannot be determined. Lt. Cevallos noted that prior to November 2002, JFIP personnel did not properly service clients or either failed to document any services provided. Since that time a number of past referred clients have contacted program personnel and stated that they had tried in the past to receive services, but were never properly taken care of. In mid 2003, personnel changes were effected that

should address this problem.

Juvenile set fires monitored over the life of the program reveal a trend that is believed to belie the success of the San Antonio program since its inception. The term "child play" denotes children playing with items that start fires (matches, lighters, etc.) or with items that are flammable and came in contact with an ignition source (paper, blankets, etc.) It does not denote intentionally set, or arson, fires. In the chart below, significant reductions in incidences of all types of fires noted are apparent. "All Fires Involving Child Play" has experienced a 77% reduction over a nine-year period. One may leap to the conclusion that the Juvenile Firesetters Intervention Program and other programs targeting youth may have caused this reduction. However, when compared to the reduction of 43% for "All Fires", there is a .96 correlation between these two reductions, which is statistically significant. This simple analysis points out the needs for more in-depth study of available statistics.

Table 1

San Antonio Reported Fire Statistics

1994-2002

Year	All Fires	Structure Fires	Structure Fires Involving Child Play	1&2 Family Dwelling Fires	1&2 Family Dwellings Involving Child Play	Apartment Fires	Apartment Fires Involving Child Play	All Fires Involving Child Play
1994	8807	1552	94	942	65	254	20	611
1995	6754	1439	64	823	48	279	15	334
1996	9136	1588	77	929	47	269	21	508
1997	6661	1435	62	834	44	285	11	279
1998	6733	1333	61	795	44	233	11	245
1999	5609	1184	55	711	40	243	8	205
2000	6875	1281	50	740	33	252	13	301
2001	4942	1217	55	761	42	206	11	130
2002	5043	1160	49	675	38	236	10	142
% Reduction	43%	25%	48%	28%	42%	7%	50%	77%

As will be noted later in this evaluation, presentation of data is extremely important to convey the message that the analyst wished the audience to understand. In the above table, as in *The Portland Report,* the reader must take time to analyze the numbers provided. A more useful presentation of the data, for example, is displayed below in graph form to provide an illustration of the power of graphical displays in telling a story.

Graph 1

All Fires Involving Child Play

San Antonio, Texas 1994-2002
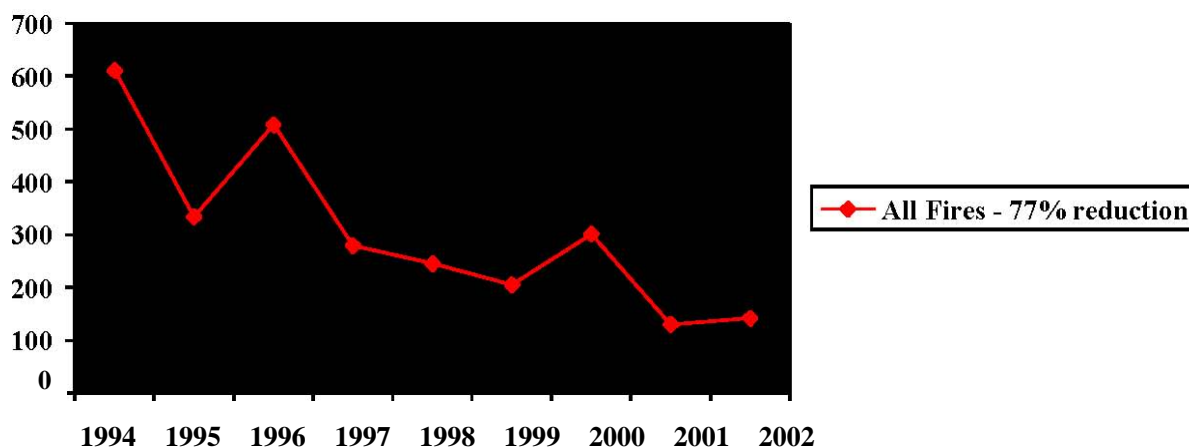
Graph 2

Structure Fires Involving Child Play
San Antonio, Texas 1994-2002

Such reductions as noted above only point out the need to empirically determine whether a cause and effect relationship does in fact exist between the Juvenile Firesetters
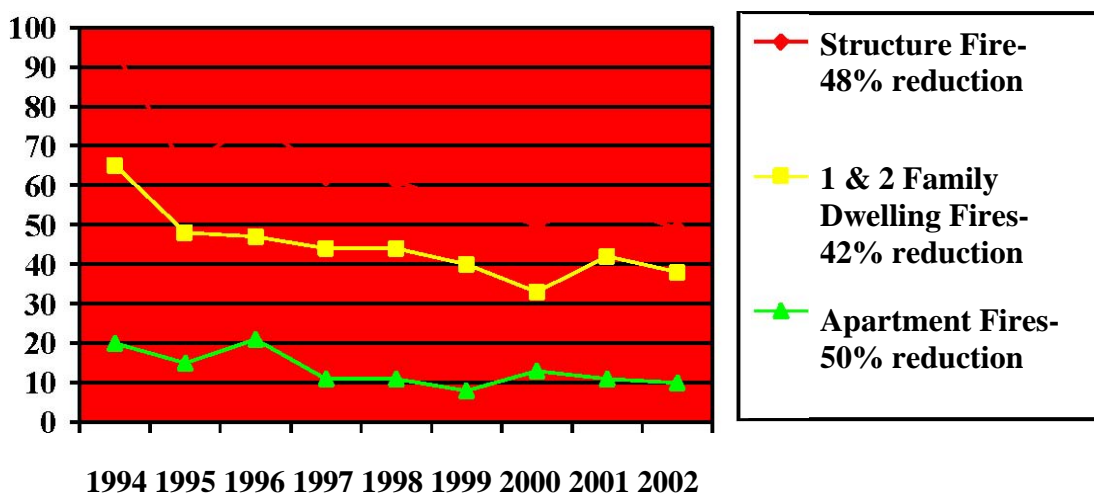
Intervention Program and the numbers of child set fires. It should be noted here that such statistics should be analyzed in terms of residents or households per capita, number of apartments occupied, and other pertinent factors.

Costs for the program include personnel funding, vehicles, facilities and equipment, support costs and miscellaneous. Costs obtained for the above totaled approximately $154,794.40 for the fiscal year 2002-2003. Approximately one hundred seventy-five clients were referred to the program with about sixty-five of them actually being seen, giving a per referral cost of $875.21 and a per client seen cost of $2,356.33 (See Attachment C). While this figure may seem high when compared to the Portland estimated per referral cost it must be noted that Portland's estimate may not have included such a detailed a cost accounting. A more relevant cost may be the total cost of the JFIP itself, approximately $153,161.43, when compared to the cost of a single apartment building fire. Such a fire generally is estimated to cost nearly one million dollars in damage when a common twelve-unit complex is destroyed. As noted in the above statistics, San Antonio has enjoyed a 50% reduction in apartment fires involving child play over a nine-year period. However, once again the data only provides trends, not proven correlations. As such, a more in-depth economic assessment should be made before comparing the success and costs of any such programs.

The effectiveness of the intake, screening and educational process described is generally referred to as "successful." But as noted earlier, no quantifiable data has been maintained to determine effectiveness or recidivism rates. Indeed, as noted by the program providers, no critical evaluation of the program has been performed in the ten years of the programs existence outside that of the annual budget review to determine

continued funding. This entails a budget-based rather than an outcome-based evaluation. Fending off the proverbial budget axe has relied on Fire Department management pointing to general statistics of a decade-long decline in child-involved fire as noted above, reduced fire losses and lower annual fire fatalities. Whether these positive statistics and their relationship to the program can be backed up empirically any time soon is doubtful. Yet, in the lack of experiential data and any immediate method to obtain said data, it appears fruitful to continue the program funding while requiring an assessment of its effectiveness.

Comparing the Two Programs

From the profiles provided it becomes apparent that the programs share many similarities while at the same time being very different in some aspects. Table 1 provides a brief look at the two programs comparable vital statistics.

Table 2

Vital Statistics

Agency	Population	2002 Clients Referred	2002 Clients Seen	Personnel Assigned to Program	Volunteers Utilized by Program	Reported Recidivism Rate Tracked
Portland Fire & Rescue	530,000	137	95	1	15	6.8%
San Antonio Fire Depart.	1,144,000	175	65	2-3	0	Unknown

While the mission statements for both aspire to attain nearly identical goals, and the initial interaction between program providers and client referrals follow very similar paths, the programs diverge at this point. While San Antonio utilizes limited dedicated personnel assigned to the program by the department, Portland leverages its meager

overhead staff with field firefighters volunteering to participate in providing the service to the community. And while Portland aspires to prevent firesetting activity in the future by taking a more proactive stance, San Antonio has dedicated a greater percentage of its time and effort to preventive measures.

However, the most apparent and important difference between the programs involves the acquisition, analysis and utilization of data. While San Antonio suffers from past personnel and supervisory problems and has managed to develop a rather limited amount of relevant information pertinent to the local problem, Portland has benefited from its ability to maintain staff over a longer term that has continued to acquire, maintain and provide information about their juvenile firesetter problem and their efforts to address it. Portland's annual report runs to almost one hundred pages and provides innumerable tables of data from which one can draw general suspicions and unproven conclusions. While it must be argued that it will always be best to scientifically test hypothesis against this dearth of information, it cannot be denied that Portland remains better off with raw data examined by untrained eyes than San Antonio with little data to lay eyes on and from which to draw neither right nor wrong conclusion.

Both programs have some level of data, either available to it presently or within easy reach that is in dire need of analysis and presentation to the firesetting intervention community by a trained dedicated researcher wishing to make a positive contribution to this developing area.

Individual Recommendations for the Programs

Recommendations generally reside near the end of a report or evaluation, however recommendations generally are the most sought after and read pages of the report. In most all cases, supporters and critics tend to point to recommendations made to bolster a position while ignoring the efforts made to arrive at those recommendations.

In a utilization-focused evaluation, however, the participatory nature of the process serves to provide collaborative problem seeking and solving situations and interfaces. Participants, both evaluator and stakeholders/funders/clients, must be engaged in the process to make it even modestly successful. From this viewpoint, recommendations in a utilization-focused evaluation may be a final wrap-up of mutually discovered needs that have been agreed upon and implemented during the evaluation process. Additionally, recommendations provided by this form of evaluation come from a negotiated agreement between the evaluator and stakeholders and must be such that stakeholders have the ability to implement or ignore and are not outside of their jurisdiction. That being said, the recommendations included here should be addressed in mid-range and long-range fashion, as agreed to by the stakeholders.

Imitation is the sincerest form of flattery and all public service agencies continually monitor, question and emulate their peers. The fire service is no different. In the course of this study, several other programs were reviewed and various service provision variations were noted. However, the San Antonio and Portland program are varied enough in method and content delivery to provide a basis for reciprocal critiques. As noted in the comparisons of the programs provided above, a melding of the two programs would produce a much superior product.

Recommendations To The Portland Program

Portland Fire and Rescues Juvenile Firesetters Intervention Program appears to be a model for other programs. Its greatest asset appears to be its collected data, as well as its dedicated staff. Don Porth notes that readers should review the report and draw their own conclusions from the data. This method may suffice in many instances to provide information to the generalist, but raw data may be prone to potential errors in causal explanations without appropriate statistical analysis. These types of errors may include ecological fallacies, reductionism, tautologies, teleologies and spuriousness (Neuman and Wiegand, 2000).

An immediate recommendation, or at least possible for the next edition of *The Portland Report*, is the reporting of recidivism rates by interviewed classification. Rates for those classified as "little, definite and extreme concern" have been aggregated in the past to a single reported percentage. It would be preferable that each of the above mentioned groups are broken down annually into their rate of recidivism, and that those groups' recidivism rates be aggregated over the years. Reported recidivism rates for each would be of interest, especially those of "little concern" as they are the primary clients of the Portland internal intervention program. While this exact method of reporting recidivism rates was incorporated into the "SOS FIRES Research Project 2000" noted below, it should be institutionalized into the annual report so as to better illustrate recidivist trends.

Porth noted that researchers for various research projects sometimes select data from *The Portland Report*. The Consumer Product Safety Commission (CPSC) did a statistical analysis using Portland and Rochester, New York as their base for data when

working to determine the effectiveness of the 1994 child-resistant lighter legislation (CPSC, 1994). In 2000, the Institute for Circumpolar Health Studies in cooperation with the University of Alaska Anchorage did an extensive review and analysis of the programs data. It encapsulated a 10-year window of time and posed eighteen specific questions of the data (SOS Fires, 2000).

Additionally, Portland's data has been used in similar ways that remain yet unpublished. This high-level yet sporadic statistical analysis points out that significant information is readily available to the researcher willing to devote the time necessary to glean it from the raw data provided. A mid-range recommendation, therefore, is to seek sources to provide annual and continued statistical data evaluation of the captured data. Corporations, foundations and universities with post-graduate schools of study should provide the likeliest candidates to provide assistance in this advanced analysis. This may provide better insight into the true factors affecting juvenile firesetters in the Portland program, improve community awareness and lend even greater creditability to an already followed report. This more in-depth statistical analysis should be published in conjunction with, and as a supplement to *The Portland Report.*

The Portland intervention program is apparently effective in identifying, categorizing and treating juvenile firesetters, or those with a propensity to exhibit fireplay. However, the Portland Fire & Rescue Department apparently lacks a concerted organization-wide effort to provide greater institutionalized prevention education and awareness training to the targeted community, its youth, via all operational units. While in Portland one person is dedicated to preventative youth education, this effort cannot be complete unless it is supported by an organizational philosophy of prevention. Having the

support of every emergency operations unit to deliver consistent messages during station tours, school visits, and public demonstrations is vital to the consistent messaging needed to influence children. As noted by its director prevention is always more effective than treatment.

One final recommendation would be that funders/stakeholders at Portland Fire & Rescue adopt a long-range goal to more proactively address the prevention of juvenile firesetting activities in their community. While some prevention activities are provided, Portland has apparently allocated more resources to intervention than prevention. Examples of prevention programs effective for the San Antonio program have included the previously mentioned *Backdraft Band,* a group of dedicated firefighters providing various targeted messages to school children. Children may learn "Stop, Drop and Roll" to "Exit Drills In The Home" (EDITH) to "Don't play with fire" to "Stay away from drugs," but the overarching message is fire is a friend but it is dangerous, and it can kill. The band is supplemented by "Sparky, the Fire Dog," a firefighter in a Dalmatian costume as well as "Flame, the Clown", all meant to attract and maintain the attention of the targeted audience. Additional programs include the fire prevention week poster contest typical of most departments across the country, an annual "Fire Muster," or fair aimed at both firefighting enthusiasts and their children, and the *S.A.F.E House,* a large enclosed trailer used to teach children how to escape from a smoky building and what to do when they get out.

A new program currently coming to the department in San Antonio is the "Adopt-a-School" Program that will encourage fire companies to partner with schools within their response area to provide mentoring services to children in need. While this program

is intended to provide role models to all children encountered, firefighters never fail to provide the fire safety message when given the chance.

With the exception of the dedicated firefighter band program, most of those mentioned are relatively inexpensive to the providing department. Corporate and community sponsors can often be obtained to defray costs. Any of the above examples, and many more found in fire departments across the country, can and should serve as examples to Portland as to what can be done to provide the fire prevention message to the targeted youth of the community.

It is probable that each and every one of the examples given above is familiar to someone at Portland Fire & Rescue. In fact, it should not be inferred that the City of Portland has not now or ever provided prevention activities and education via some delivery system. Indeed, Portland was chosen and worked as a national pilot test site for the *Learn-Not-To-Burn* program from the NFPA back in 1990 and utilized the curriculum throughout the 1990's until education programs were redirected to the *Risk Watch* Curriculum beginning in about 1996, when Portland became one of six national pilot test sites for this curriculum. Portland was also one of the first cities to utilize the Bic "Play Safe! Be Safe!" kits (in cooperation with Fireproof Children) on a large scale, distributing approximately 250 kits in the community in about 1995. However, the recommendation goes toward moving to an institutionalization of the fire prevention message via all fire department members and units and providing the means and curriculum to promote that message. Generally, all that is required is the desire to break new ground, follow up on the program and seek department leaders willing to assist, or at least allow, such an expansion of the current program. While Porth believes that one program manager can

manage and supervise the intervention program on its reactive side very well, it should be noted that management for a preventative program generally would require dedicated staff to provide continuity and oversight. Therefore personnel cost will be the immediate barrier to easy implementation in any municipal fire organization, where staffing is expensive and scarce. This type of organizational commitment to prevention activities would go a long way in Portland, a city of 530,000 with about 50,000 school age children.

Recommendations to the San Antonio Program

The San Antonio Fire Department's Juvenile Firesetters Intervention Program appears to be at the threshold of beginning the road back to its former stature. The recent reorganization of all prevention/education related activities into one Office of Community Resource Education should assist in leveraging assets available to the program to better serve its clients. The assignment of dedicated individuals to the program is at this time its greatest asset. However, this arrangement could change at any time in a program within a civil service system type of organization.

The San Antonio Fire Department has been very successful over the last number of years utilizing firefighters from the field to assist in prevention activities. On-duty firefighting personnel have supplemented the *S.A.F.E. House* program successfully when they were needed. Therefore, San Antonio should emulate Portland by training and using on-duty personnel to provide identification, intake, education, screening and intervention services. Program personnel that are not subject to the quirks of shift-work, however, should always do follow-up and evaluation of clients. This nearly immediate goal should be undertaken not only to leverage assets for the program and its limited staff but to also

enter the mentoring aspect of having a career firefighter communicate with children in the community facing problems beyond their control. Since San Antonio is already heavily committed to juvenile fire prevention activities this is a next logical step with little cost and possibly large benefits.

The database currently in use is provided by the Texas State Fire Marshals Office and in use around the state. Due to the lack of reliable data and follow-up on past clients, lack of reliability of the computers and networks, and the apparent inability to customize reports from the database, it is indeterminate as to whether the current database can or will fulfill the need to provide critical data to analyze the San Antonio program. Many recommendations could be made to improve this system. Therefore, a mid- to long-range recommendation, and the most important for the San Antonio program is that a database and computer system be provided that is capable of providing for all of the needs of the programs clients, providers, funders, and researchers that should be viewing and analyzing this data. This is obviously a broad recommendation, as this report has no intention or place in detailing the specifics of the requisite database or technological needs. However, some points should be noted, as they were prevalent to all programs reviewed. A method to track clients to the greatest degree possible is required. Mortality of the client base greatly affects the ability to project recidivist rates. This should include an effort to track recidivists region-, state-, and possibly nationwide. With the current ongoing implementation of NFIR5.0 (National Fire Information Reporting System, version 5.0), and the assistance of local law enforcement agencies, this should be attainable sometime in the future. More immediately, it will be imperative that cooperative relationships be developed with all regional fire and law enforcement

agencies to cooperate in data gathering, management and sharing. As with the Portland program, local corporations, foundations and universities should be looked at to provide expertise and data analysis.

As noted at the beginning of this section, San Antonio at this time enjoys the assignment of capable, dedicated individuals to the program. Given the nature of program funding, collective bargaining agreements, promotions and other factors that affect individuals decisions, it cannot be taken for granted that a return to the problems of less dedicated individuals being placed in the program could not happen again. Therefore, the final recommendation for the San Antonio stakeholders is that they consider civilian education specialists with curriculum development skills in the future to supplement the uniformed personnel currently assigned. Then, should a changing of the guard occur, as it inevitably will, continuity of the program can be assured. A program of this sort is far too great of a commitment for a community to let languish and diminish merely due to personnel changes that should be foreseen.

Final Recommendation - A Sampling Proposal for Juvenile Firesetter Intervention Programs in Major Cities

It should be noted here that the intent of this researcher initially was to determine the accuracy of recidivism rate claims by established Juvenile Firesetter Intervention Programs in major cities. Due to the lack of information and its uniformity, limited follow-up data, and the time, scope and budget requirements necessary to adequately complete a program as ambitious as initially proposed, it has proven more than difficult to appropriately address this research project as originally intended. A more manageable scope was subsequently identified to hopefully benefit two programs and provide recommendations for improvements.

However, this researcher would be remiss to not acknowledge and provide the work completed prior to this realization. A quantitative study proposal was developed for this purpose and will be included in this paper for the purpose of providing the seed for possible future detailed research in recidivism rates by juvenile firesetters. This proposal is provided in Attachment D.

Conclusion

Utilization-focused evaluations provide the means to examine a program from both the inside (the stakeholder) and the outside (the researcher). It allows a reasonable, agreed upon, consensus building process to produce workable and usable recommendations to the participants. It should be noted in this context however that this evaluation method has been used in conjunction with comparisons, pitting strengths and weakness of what appears to be like programs. "We have frequently encountered the idea that a program is a fixed, unchanging object, observable at various times and places… Such assumptions can easily lead to evaluationresearch disasters. Programs differ from place to place because places differ" (Edwards, Guttentag, and Snapper, 1975). This thought must be kept in mind when considering the comparisons and recommendations concerning the two programs reviewed. Researchers should always strive to compare "apples to apples" but must always acknowledge that this is difficult at best.

Fire data statistics are a numbers game, and as such generally lend themselves to quantitative research methods and results. It was with this ambition that this project began – to statistically disprove the null hypothesis "that the present forms of intervention programs do not reduce the reoccurrence of juvenile fire setter activity in the United States". Unfortunately, upon reaching the research phase of the project, it quickly

became apparent that adequate data was not available to disprove the hypothesis, at least not with the abilities of this researcher or the constraints of the project. It appeared at that time that the quantitative research methods and statistical knowledge obtained in the preceding years of the post-graduate study program would be underutilized. However, over the process of learning, using and accepting the concepts of the utilization-focused evaluation method, it became apparent that researchers must be ready to accommodate change, and seek and use the appropriate tools to gain the results sought after.

Having completed this project without the ability to quantitatively analyze subject programs, it is the authors conclusion that the two established Juvenile Firesetter Intervention Programs observed are indeed successful in reducing reoccurrences of juvenile firesetter behavior and that there is a direct relationship between program completion and recidivism. To what degree this conclusion proves to be true remains to be empirically determined.

It remains this researchers belief that results of intervention programs must be eventually evaluated on a relatively nation-wide scale, accounting for local variations. The balance of cost versus benefit appears weighted to the side of continuing such programs in light of claimed results. However, continuing financial shortfalls in cities around the United States may eventually force out those programs, however successful, unless quantitative, statistical analysis can prove to those stakeholders providing limited funds that each dollar provided has been well spent. This report challenges the next researcher to assist in moving the body of knowledge towards this goal.

Attachment A

Evaluation Project Questionnaire

Interview Questions for Juvenile Firesetters Intervention Program

Administrators/Directors/Evaluators

In order to assess/evaluate the Juvenile Firesetters Intervention Program with which you are associated, interview information acquired from members that administer, supervise, coordinate or work in the program is necessary. Additionally, referral evaluators and follow-up evaluators information is extremely valuable in this effort.

Please provide answers to the below questions to the best of your ability. Short answers are acceptable. For additional information, you may refer the researcher to the source of the information. Please answer NA to those questions that are not applicable to your position or program. Please answer UNK to those questions that you do not know the answers to.

A follow-up personal interview may be required at a later date to clarify or focus any answers.

Thank you for your time,

Rodney Hitzfelder

Name?

City/Department/Agency?

What is your title?

What is your role in the JFS program?

Describe your program.

When did your program begin?

Whose program was yours modeled after?

What was the reason for starting your program?

What were the original goals of the program?

Have they been met? Updated? What are the current goals?

What resources have been given to the program over the years?

Does it have a permanent home? Multiple facilities?

When did you start working with the program?

Do you do intake/evaluations of referred clients?

What do you find is your "average" referral? Gender, age, race, economic and family background, income, marital status of parents, etc.)

What categories of firesetters does your program identify? (provide definitions or the source of this information).

Has the program been evaluated before?

Is the evaluation available?

What budget is provided for your program?

What sources provide the funding?

How many people are currently assigned? In the past?

How many people assigned do you believe the program needs?

Is funding for the program adequate in your view?

Has funding proved difficult?

What is the annual cost of the program? (Personnel and resources)

What is the cost per referral? (If this information is unavailable how can it be attained?)

Does your program provide internal counseling or outside counseling sources?

Who provides internal counseling?

What agencies provide outside counseling assistance?

Do you receive feedback from the outside counseling programs?

What is your definition of recidivism?

How do you track recidivism?

Does law enforcement cooperate in tracking/referring recidivists? Other agencies?

What is your relationship with the Arson program in your jurisdiction?

Do you accept referrals from outside your jurisdiction?

What information does your program capture?

How do you use that information?

What analysis is done on this information?

Who evaluates or sees this analysis?

What information do you believe should be additionally captured?

What would you like to see done with this additional information?

What additional analysis would you like to see done?

What questions do you want answered from this analysis?

What do you believe would improve the program?

What future do you see for the program?

Please provide any further information or comments that you feel would be valuable.

Attachment B
Intake Questionnaires

Portland

02/07/2003	**Juvenile Firesetter System**	Page 1

JUVENILE INFO

Local Juvenile ID: 03-02-005   Age: 0   Gender: Unknown
Juvenile Name: ,   DOB: Race:

Incident Address

street   city   state   county   zip

Juvenile Address

street   city   state   county   zip

Home Phone: (503) -   Census Tract: 0.00

School Information:
Grade:
School Name: District:
County: Home School: No

Behavioral Diagnosis: Repeat Offender: No

Access To Matches/Lighters Prior To Incident: No

FAMILY/CAREGIVER INFO

Family Unit:
Other: Do Others Smoke In The Family: Unknown

	Female Caregiver	Male Caregiver
Name:	,	
Phone:		
Phone Type:		
Smoker:	No	No
Relation To Child:		

Status Of Biological Parents: Annual Income:

INCIDENT INFO

Alarm #:   Fire Date: Fire Time:
Identifier Name:

Area Origin:
Ignition Source:
Item Ignited:

Where Ignition
Source Was
Obtained:
Other:

Dollar Less: # Of Civilians Injured: 0
Of Fire Sets: 0   # Of Deaths: 0

Referral Source(s):

Other:

Caregiver At Time Of Incident:

Incidents Reported By Caregiver:

Associates Involved In

02/07/2003   Juvenile Firesetter System   Page 2

FORM 10J INFO

Incident Location:

Other:

Room/Area Origin:

Form Of Heat:

Other:

Accelerant Used: NO

INTERVIEW INFO

Interviewer Name: Date Of Interview:

Intervention
Provided For The
Juvenile:

Other:

Contact Attempts:

Appointments Set:

Interview Form Tallies - P: C: Final Disposition:

Parent Questions: A: 0   B: 0   C: 0   D: 0   E: 0   F: 0   G: 0   H: 0   I: 0   J: 0

Child Questions: A: 0   B: 0   C: 0   D: 0   E: 0   F: 0   G: 0   H: 0   I: 0   J: 0   K: 0   L: 0   M: 0   N: 0

FOLLOW UP INFO

Follow Up Date:

Recidivism: No   Recidivism Type:

Access To Matches/Lighters Now: No

(1-5)

Rate The Program Educational Methods Used:

Rate The Program Effectiveness :

Rate The Program Interviewer:

Rate The Program Overall:

Member Making Report: .   Title: Date:

Comments :

San Antonio   **Juvenile Firesetters Intervention**
                     Program Profile and Intervention Form

Today's Date: _____   Intervention by: _____

Child's Name: _____   Probation: Y / N

Date of Intake: _____

Presenting Problem: _____

Firesetting Scenario: _____

_____

Psychological or Impulse Disorder Diagnosis (if any): _____

_____

Diagnosed By: _____

RX. _____

Individual Traits: _____

_____

Social Circumstances: _____

_____

Risk Level Determination: _____   CFR – __%   FFR – __%   PQ – __%

Educational Intervention Plan: _____

_____

Referral?   Yes   No   Specify Agency: _____

Remarks: _____

_____

Attachment C

Cost of San Antonio Juvenile Firesetters Intervention Program

Fiscal Year 2002-2003

PERSONNEL COSTS					
Rank	LIEUTENANT	FAO*	FIREFIGHTER		
Life insurance	$84.00	$72.00	$74.00		
Language skills pay	$0.00	$0.00	$600.00		
Health insurance	$4,908.00	$4,908.00	$4,908.00		
Social Security	$907.00	$701.00	$0.00		
Salary	$52,765.00	$46,165.00	$43,777.00		
EMT pay	$1,800.00	$1,800.00	$0.00		
Fire certification pay	$360.00	$360.00	$360.00		
Education pay	$3,120.00	$0.00	$0.00		
Pension contribution	$15,425.00	$12,348.00	$12,637.00		
Dental, optical legal insurance	$1,458.00	$1,458.00	$1,458.00		
Prepaid retirees health	$4,775.00	$4,079.00	$4,180.00		
Longevity	$3,357.00	$1,768.00	$5,349.00		
Higher class pay	$0.00	$25.00	$0.00		
Overtime average pay		$3,758.85	$3,756.45		
Annual employee cost	$88,959.00	$77,478.99	$77,135.57	Total employee cost	$243,573.56
% time to dedicated to JFIP	30%	80%	80%	Average time dedicated	63%
Program cost of employee	26,687.70	61,983.19	61,708.46	Program employee cost	$150,379.35
ADDITIONAL COSTS			ONE-TIME	ANNUAL	63%
Office/facilities					
Annual maint. & repair	720' sq x $.15			$108.00	$68.04
Furniture costs - one time			$2,280.00		$0.00
Annual utilities	720' sq x $1.60			$1,152.00	$725.76
Computer/printer/software			$2,044.00		$0.00
Computer maint./license				$849	$534.87
Vehicle cost			$16,369.00		$0.00
Vehicle maintenance				$1,015.00	$639.45
Fuel				$1,291.00	$813.33
Total Annual Program Cost					**$153,161.43**
# of referrals annually	175			**Cost per referral**	**$875.21**
# of clients seen annually	65			**Cost per client seen**	**$2,356.33**
# of referrals not seen	110			**Cost per client unseen**	**$1,392.38**
*Fire Apparatus Operator					

Attachment D

Proposed Research Design To Determine Program Recidivism Rates

This proposed research will depend primarily on respondent data from participant programs, but will be checked against responses from individuals having " successfully" completed a juvenile firesetters intervention program. A substantive, micro-level approach will be utilized to answer the research question. The target population will be limited to ten major metropolitan cities (over 500,000 population) whose Fire Departments have sponsored an intervention program for at least seven years. In order to avoid sampling issues, the primary portion of the survey will collect what information the study cities are compiling to monitor and evaluate their programs, as well as how the program is tracking recidivism rates. The findings of the survey will determine if and how the programs are evaluating recidivism and what statistics are being reported. Validity must be accounted for in the survey by carefully structured, specific questions that allow respondents to accurately reflect information in a form usable to the survey. Phone follow-ups after receipt of the data to further answer questions of compatibility may be necessary to clarify program compatibility with the survey needs.

The secondary portion of the survey will gather information on the target population and will include children under the age of 18 (at the time of referral) that have been identified as having exhibited firesetting behavior and have been referred to, and completed, an intervention program. Subjects must have participated in an intervention program at least three years prior to the implementation of this survey. This is necessary to ensure that a relatively large sampling frame will be available in each study program with a timeframe relative to the longitudinal study period. Dependent upon the number of

applicable cases available, a simple random sample of the cases that fit these parameters will be selected for study.

Acceptable programs must contain certain curriculum and objectives as determined by the National Fire Protection Association and identified in the survey. A willingness to provide individual juvenile firesetters information by the jurisdiction will be a requisite to inclusion, in that specific individuals or their families must be contacted for follow-up survey purposes. A commitment to share research data with the respondent cities may prompt compliance.

Upon completion and receipt of the survey information from the ten cities, a list of individuals that have completed a juvenile firesetters program and appear not to have displayed recidivistic tendencies will be compiled. After seeking and receiving parental consent, randomly selected "graduates" and their families from each city will be sent a simple, prepared questionnaire to determine their response to the intervention program and subsequent displays of firesetting and other specified behaviors. This "double survey" design is to determine validity of success rate claims of respondent programs. Since the respondents will be self-reporting it is critical that careful construction of the questionnaire be utilized to elicit appropriate and truthful responses. While the vast majority of needed information may lie with the respondent cities program, a necessary test variable is actual self-reported recidivism. In order to prevent an ecological fallacy that may occur from a mismatch of data from a higher (program) unit of analysis to a lower (individual), it will be necessary to triangulate the individual's responses to the response reported by the program.

Data Analysis

The Independent Variable and Control Variables

The completion of a program by a youth involved in firesetting activities will be the independent variable for this research. Control variables that will be gathered and accounted for will include age, race, gender, family socio-economic status, family unit details, and multiple details of the firesetting incident.

The Dependent Variable

Recidivism of firesetting behavior after completion of an intervention program will serve as the dependent variable for the research. Recidivism will be modeled as a yes or no answer, where no shall mean those individuals that are reported by the respondent programs not to have exhibited further such behavior and also have self-reported the same results. This situation will be termed a "successful completion". It will become apparent however that large amounts of data are unavailable for comparison. When such gaps exist the problem will be acknowledged.

Information received from the cities survey will be reviewed, cleaned and entered into the appropriate type database. Several types of analysis must be performed on the data but due to the large number of factors that will be presented in this study, an initial test to determine potential collinearity must be applied to eliminate overlap. Decisions to eliminate specific overlapping factors must be made and extraneous data eliminated. Most simply, those cases of respondents that reported subsequent firesetting behavior must be differentiated from those that did not. Analysis for both groups will be stratified at this point by city (program) and control variables pertinent to that program as well as control variables mentioned previously (age, gender, etc.). Quantification of the independent and dependent variables will allow a test for independent means (t test) to be

calculated in that two variables are being examined for their relationship. To determine the probability that an intervention program does indeed impact recidivism rates of juvenile firesetting, $p<.05$ will be utilized.

Upon examination of the data it may become apparent that additional analysis outside the qualifications of this proposal may be utilized to extract further value from the gathered data.

Limitations

Problematic areas of the presented design include several factors. Apparently, most important among these is mortality. Relocation of individuals, incarceration for other offenses, ageing out of the subject design and actual death all impact reporting data and is not easily accounted for. As noted, no national model for collecting, quantifying and reporting pertinent information regarding this problem has been proposed to date. Also, while sampling a representative group of metropolitan cities may relate to that context, it may not reflect nationally on the problem. However, given the magnitude and consequences of the identified problem, it becomes evident that measurable analysis must be conducted to determine appropriate public resource allocation to address the question.

End Notes

[1] Due to the distinct possibility that identified firesetters may continue the activity after intervention occurs, but may not be noted by authorities providing the program, it may prove more reliable to survey randomly selected individuals to determine recidivism.

[2] Educational materials are currently being amended to include the term "firesetting" instead of "fireplay" as the latter implies acceptable behavior.

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APPENDIX C

F.I.R.S.T.
Fire Intervention Safety Team
Youth Fire Safety Program
Class Evaluation

Class Date _____ Instructor _____

What was the most helpful part of this program for you?

_____

_____

_____

_____

Would you like any part of the program to change? If so, what?

_____

_____

_____

_____

Comments:

_____

_____

_____

_____

F.I.R.S.T.
Fire Intervention Referral Safety Team
Marnie Grondahl, Deputy Fire Marshal
602 W 2nd Street
Duluth, MN 55802
(218) 723-3209

Referral Client Follow-up

Case Number (if applicable): _____   Class Date _____

Child's Name: _____

Parent's Name: _____

Please circle the appropriate number.

	Poor	Fair	Excellent
How would you rate the improvement (if any) in the child's behavior since involvement in this program?		1 2 3 4 5 NA	
Continued use of fire?		Y ( ) N ( )	
Have you and your child talked about the consequences of fire-setting since the class?		Y ( ) N ( )	
How consistent has your family been in keeping matches/lighters out of the child's environment?		1 2 3 4 5 NA	
Did you practice your home escape plan?		Y ( ) N ( )	
Have you checked your smoke detector since the fire safety class?		Y ( ) N ( )	

As a parent/guardian how satisfied were you with:

The fire safety education provided?	1 2 3 4 5 NA
The educator's skills/rapport with the child and family?	1 2 3 4 5 NA
The overall process?	1 2 3 4 5 NA
How useful did you find the parent class led by the human development center?	1 2 3 4 5 NA

Additional comments:_____
_____
_____
_____
_____

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APPENDIX D

Class Evaluation

Overall Presentation: (Circle One)

| Great | Good | OK | Fair | Poor |

What was most helpful for you?

_____

_____

_____

_____

What was least helpful?

_____

_____

_____

_____

Comments:

_____

_____

_____

_____

Fire Intervention Referral Safety Team

Class Evaluation

Instructor
Name:_____

Overall Presentation: (Circle One _____

Great   Good   OK   Fair   Poor

What was most helpful for you?
_____

_____

_____

_____

What was least helpful?
_____

_____

_____

_____

Comments:
_____

_____

_____

_____

_____

APPENDIX E

Phoenix Fire Department
Youth Firesetter Intervention Program
Parent/Caregiver Follow-up Questionnaire

1. Since the Youth Firesetter Intervention class, have you seen your child set a fire?
        ____ Yes   ____ No   If "yes," how many times? ____

2. Since your child attended the class, have you been told he/she has started a fire?
        ____ Yes   ____ No

3. Prior to this class, did your child ever attend a fire safety class?
        ____ Yes   ____ No

4. Since the class, has your child's fire safety knowledge improved?
        ____ Yes   ____ No

5. Did you have knowledge of fire safety procedures before you attended the Parent Group?
        ____ Yes   ____ No

6. Since you attended the Parent Group, has your fire safety knowledge increased?
        ____ Yes   ____ No

7. Since the program, have you and your family been practicing fire safety?
        ____ Yes   ____ No

8. Do you or another family member check your smoke alarm monthly?
        ____ Yes   ____ No

9. Did you and your family draw a home escape plan?
        ____ Yes   ____ No

10. Has your family practiced your home escape plan?
        ____ Yes   ____ No

11. Did you lock up your lighters and matches?
        ____ Yes   ____ No

12. Do you have any suggestions to improve the program? We are interested in your opinion. Please feel free to write your comments below.

_____

_____

_____

Name (optional): _____