

**ELDERLY CRIME VICTIMIZATION**  
(Local Police Department Crime Prevention Programs)

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HEARING  
BEFORE THE  
SUBCOMMITTEE ON  
HOUSING AND CONSUMER INTERESTS  
OF THE  
SELECT COMMITTEE ON AGING  
HOUSE OF REPRESENTATIVES  
NINETY-FOURTH CONGRESS  
SECOND SESSION

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**ELDERLY CRIME VICTIMIZATION**  
**(Local Police Department Crime Prevention Programs)**

WEDNESDAY, APRIL 28, 1976

HOUSE OF REPRESENTATIVES,  
SUBCOMMITTEE ON HOUSING AND CONSUMER INTERESTS,  
SELECT COMMITTEE ON AGING,  
*Washington, D.C.*

The subcommittee met, pursuant to notice, at 10:05 a.m., in room 2203, Rayburn House Office Building, Hon. Edward R. Roybal (chairman of the subcommittee) presiding.

Subcommittee members present: Representatives Roybal of California and John Paul Hammerschmidt of Arkansas.

Full committee members present: Representatives Wm. J. Randall of Missouri (chairman of the full committee and member, ex officio, of the subcommittee), and Mario Biaggi of New York.

Mr. ROYBAL. The meeting of the Subcommittee on Housing and Consumer Interests will come to order.

Today we are holding the fifth of a series of hearings on elderly crime victimization. To date, the subcommittee has received testimony from HUD, the FBI, the Law Enforcement Assistance Administration, and senior citizen organizations. Each organization has provided us with very useful information.

This morning, however, the emphasis of our inquiry will be on those agencies that deal directly with the crime problem on a day-to-day basis. Today we wish to discuss the experiences, findings, and recommendations that the Alexandria and Montgomery County Police Departments may have in regard to the crime problems confronting our Nation's senior citizens.

We are hopeful that the information produced at this hearing in conjunction with that which we have already collected will be useful to our subcommittee in making recommendations to the legislative committees. Most important, we hope that we will be acting as a catalyst in finding crime prevention solutions for the elderly.

The witnesses this morning are: Chief John B. Holihan, Lieutenant A. G. Salvis, and Lieutenant Robert C. Keys of the Alexandria Police Department, to be followed by Ms. Bonnye Cohen and Lieutenant Hancock of the Montgomery County Police Department, accompanied by Don Wassman of the Montgomery County Area Agency on Aging.

It is the hope of this committee that after holding this series of hearings, including hearings to be held in the housing projects here in Washington, D.C., and throughout the country, that we will be able to get enough information to make positive recommendations to

the legislative body. This is not a legislative committee. We therefore will have to make recommendations to legislative bodies, or introduce legislation on an individual basis.

Each member of this committee as a Member of Congress can do so, thus we have two avenues that we can follow. One is the recommendation to a legislative body, or direct legislation that will be presented by members of the subcommittee.

We hope to produce a meaningful report on the subject matter that is of most interest to the elderly, and that is their protection.

That, in general, is the purpose of this hearing.

We greatly appreciate your presence.

Chief Holihan, proceed in any way that you may desire.

**STATEMENT OF CHIEF JOHN B. HOLIHAN, ALEXANDRIA POLICE DEPARTMENT; ACCOMPANIED BY LT. A. G. SALVIS AND LT. ROBERT C. KEYS**

Chief HOLIHAN. Thank you very much, Mr. Chairman.

It is a pleasure to be here this morning.

I am Chief John B. Holihan from Alexandria, Va.

I have with me today Lt. Andy Salvis, who is the commanding officer in our community relations section that deals with some of the areas that you are concerned with, and also Lt. Robert Keys, who is the commanding officer of the planning section that deals with crimes in general.

I have been chief in Alexandria for 6 years and had some 28½ years service prior to that time with the Syracuse, N.Y., Police Department. I have been in Alexandria, which is a city with a population of 110,000, which lies on the outer fringe of the Beltway area surrounded by Fairfax County and Arlington County.

In compiling the statistics that we have available, we find that elderly criminal victimization as it has been identified is not one of our major problems.

According to a recent study, individuals over age 65 account for only 6.27 percent of Alexandria's population while nationally citizens over 65 account for almost 10 percent of the population. The study further indicates that approximately 80 percent of these senior citizens have incomes below the poverty level established at \$6,000 per year.

Therefore, crime against the senior citizen represents a considerable economic impact and contributes to their problems. If it is a crime of violence such as rape, assault, or robbery, the traumatic effect is greater and the chance of serious physical injury is increased.

In order to determine the level of crime against the elderly, we recently compared part I index crimes for the total city population with those committed against individuals age 65 or older. In 1975 our officers investigated 9,793 part I index crimes while senior citizens reported only 229 offenses, 2.4 percent of the crimes reported against over 6 percent of the population. This comparison would support the conclusion that victimization of senior citizens is not a major problem in Alexandria.

Although the volume of crimes is not great, the impact that crime has behooves us in law enforcement to do everything possible to insure

the safety of our older citizens. The following are two examples of crimes against the elderly which might have been prevented through a public awareness program:

Case No. 1. A white female, 62, was approached outside a supermarket by one very glib individual who engages in casual conversation. The second subject runs up claiming to have found a pocketbook with \$30,000 in it. The victim is convinced to draw money out of her savings as "good faith" money for her share of the find. She gives these flimflam artists \$800 out of her savings and is told to go, see someone, later determined nonexistent, to get her share of the found money.

This type of crime is quite common against the elderly who seem to be more gullible than most.

Case No. 2. A lady 71 years old was sexually assaulted at 11:15 p.m. at the entrance to her apartment when she went out to empty trash. Luckily she was not injured.

The Alexandria Police Department is trying to cope with crimes of this type through public awareness programs, as well as through traditional police procedures.

To alert senior citizens to the hazards of dealing with flimflam artists, a film presentation and discussion program has been made available through the Senior Citizens Service and the American Association of Retired Persons.

We have also presented programs using films and speakers to emphasize precautions to be used to decrease the chance of becoming a victim of rape, and street robbery.

Although we don't have all the answers, we believe that these programs are a step in the right direction.

Gentlemen, I have submitted a chart and if you have it there, I would like to talk about this chart a little bit.

It shows the 1975 offenses against the elderly, and in this case, we find that in the age bracket from 55 to 64 we have what is known as the part I index crimes which are the capital indicator crimes that most jurisdictions are adjudged by. We find that in the 55 to 64 age category we have about 449 crimes out of the approximately 10,000 that were reported.

In the 65 and over bracket, we only have 229 for that period of time. In one of the categories, the category of larceny, we have grand larceny and petty larceny, which combine to give the total larceny figure listed in the part I index.

You can see the types of crimes that are being committed there.

As you see running down the grand larceny scale there, we find that thefts, larceny from vehicles is 16 and auto accessories in the 50 category and from a building 21. They seem to be some of the major crimes concerned.

In the auto accessory category CB's have been a very outstanding item in larcenies over the last 2 years. In fact I would say that without CB's, that auto accessory number of 50 would be considerably smaller.

In the petty larceny area, we find that thefts from a vehicle and thefts from buildings are our major indicators in there, so that type of larceny is what these people are facing.

In robbery we have small occurrences, few occurrences. Commercial establishments, gas station type robberies, only four for last year, and in other types of robbery other than armed, we have some highway robberies, only five that show for 1975 in that category.

While we are dealing with those areas, the second sheet is the "to date" sheet for January and February of 1976, and compares the categories.

We see, looking at those, that the occurrences are very, very low except grand larceny of auto accessories in the age of 55 to 64 area. [The information shown on the chart follows:]

## 1975 OFFENSES AGAINST ELDERLY

PART I INDEX CRIMES			ROBBERY - ARMED		
	55-64	65-Over		55-64	65-Over
Murder	0	0	Highway	2	1
Rape	1	3	Commercial House	3	1
Robbery	14	8	Oil Station	4	2
Aggravated Assault	12	9	Chain Store	0	1
Burglary	134	69	Residence	0	0
Larceny	258	120	Bank	0	0
Auto Theft	33	20	Miscellaneous	0	0
TOTAL	449	229	TOTAL	9	5

GRAND LARCENY			ROBBERY		
	55-64	65-Over		55-64	65-Over
Pickpocket	1	1	Highway	5	3
Pursesnatch	7	6	Commercial House	0	0
Shoplift	0	0	Oil Station	0	0
From Vehicle	15	3	Chain Store	0	0
Auto Access.	50	7	Residence	0	0
Bicycle	2	1	Bank	0	0
From Building	21	20	Miscellaneous	0	0
From Coin Oper. Machines	0	0	TOTAL	5	3
Miscellaneous	12	5	GRAND TOTAL ROBBERY	14	8
TOTAL	109	43			

PETIT LARCENY		
	55-64	65-Over
Pickpocket	1	0
Pursesnatch	5	6
Shoplift	0	0
From Vehicle	19	8
Auto Access.	50	23
Bicycle	5	2
From Building	42	24
From Coin Oper. Machines	0	0
Miscellaneous	24	14
TOTAL	146	77

OFFENSES AGAINST ELDERLY  
1976 - January-February

PART I INDEX CRIMES		ROBBERY - ARMED			
	55-64	65-Over			
Murder	0	0	Highway	3	0
Rape	0	1	Commercial House	0	0
Robbery	10	5	Oil Station	0	0
Aggravated Assault	3	1	Chain Store	0	1
Burglary	13	11	Residence	1	1
Larceny	49	22	Bank	0	0
Auto Theft	6	3	Miscellaneous	0	0
TOTAL	86	43	TOTAL	4	2

GRAND LARCENY		ROBBERY			
	55-64	65-Over			
Pickpocket	1	1	Highway	5	3
Pursesnatch	5	2	Commercial House	0	0
Shoplift	0	0	Oil Station	0	0
From Vehicle	5	0	Chain Store	0	0
Auto Access.	18	4	Residence	1	0
Bicycle	0	0	Bank	0	0
From Building	2	2	Miscellaneous	0	0
From Coin Oper. Machines	0	0	TOTAL	6	3
Miscellaneous	0	1			
TOTAL	31	10			

PETIT LARCENY		
	55-64	65-Over
Pickpocket	0	1
Pursesnatch	1	0
Shoplift	0	0
From Vehicle	2	2
Auto Access.	9	1
Bicycle	1	0
From Building	5	8
From Coin Oper. Machines	0	0
Miscellaneous	0	0
TOTAL	18	12

Chief HOLIHAN. Alexandria has compared very favorably over the last couple of years with the crime indicators. In 1973-74 the total increase in crime across the country was 18 percent, while Alexandria was 15.6 percent. In 1974-75 the Southern States showed an 11 percent increase, national was 9, Alexandria was 3.1, so our general crime rate is in pretty good shape, and the fact that we are showing a small number of occurrences in the senior citizen area goes along with the rest of the crime reporting in the city.

So much for the occurrences of crime, and where we think we are at in the city.

Now in order to deal with the way that we are trying to cope with the problems of the aged, I have Lieutenant Salvis with me, who will discuss some of the steps that his unit takes to work with these people to make them aware of the problem that exists.

Mr. BIAGGI. Before we go into Lieutenant Salvis' testimony, these figures, 55 to 65 and over inclusive, what portion of the total number of incidents does that represent?

Chief HOLIHAN. About 2 percent. I think the first page of the written handout will give you that figure.

Lieutenant KEYS. Sixty-five and over was 2.4 percent of our total crime victims.

Chief HOLIHAN. That is in the second paragraph, 229 offenses, 2.4 percent.

Mr. BIAGGI. How large is your police department, Chief?

Chief HOLIHAN. We have 225 sworn. We have about 75 civilian.

Mr. BIAGGI. What is the population of Alexandria?

Chief HOLIHAN. 110,000.

Mr. BIAGGI. What is the nature of the residences?

Chief HOLIHAN. It is basically residential, a good many people from Washington.

Mr. BIAGGI. From one- and two-family homes?

Chief HOLIHAN. We have one-family homes and high-rise apartments, garden-style apartments. There are not too many two-family homes.

Mr. BIAGGI. What is the proportion of the one-family residences and high rises?

Chief HOLIHAN. I haven't got that figure.

Lieutenant KEYS. About 70 percent of the residents are in some type of rental property. That will give you an idea of the large volume of apartment dwellers that we have.

Chief HOLIHAN. We also have four elderly homes that are pretty much in the same area, but their population is minimal as compared to the elderly population in the city.

Mr. BIAGGI. Do you have any public housing?

Chief HOLIHAN. We have public housing. I don't know what the exact figures are on that, but there are elderly living in public housing, yes.

Mr. BIAGGI. Do you have figures for the public housing?

Chief HOLIHAN. No, I haven't. We can get figures for you, if that would be helpful.

Mr. BIAGGI. I would appreciate that.

Chief HOLIHAN. We will see that you get that.

Mr. ROYBAL. Will you supply that information for the record?

Chief HOLIHAN. I certainly will.

[The information provided follows:]

One thousand three-hundred and forty public housing units; 278 elderly living in public housing (28%).

Lieutenant SALVIS. Gentlemen, I have been connected with police-community relations for the past 3 years, and I would like to give you a little background as to what our responsibilities are. It may be of some assistance to you.

A police-community relations section in a police department has numerous responsibilities and objectives and those responsibilities and objectives vary from one department to another.

Generally speaking, the needs of a community will dictate the direction that a police-community relations section will follow. As the

criminal offenses and statistics change from month to month, so will the needs of the community change.

In Alexandria, the primary goal and objective of our police-community relations section is crime prevention.

It is our responsibility to prepare and present crime prevention programs to the citizens of our community as a means of educating our citizens on the protection of their persons and their property. These crime prevention programs are presented to civic and social organizations, business establishments, public and private schools, neighborhoods and senior citizen organizations. Hopefully, this type of coverage exposes our crime prevention programs to every segment of our particular community.

To assist us in the selection of a promotable crime prevention program, our section receives a copy of every field reporting offense. The reports are invaluable to us as they help us determine the type of offenses that appear to be on the increase, how and when they occur and who the victims are.

For example, a few years ago, a number of flimflam offenses were coming to our attention, and the senior citizen was the predominant victim. It became obvious that we had to inform our senior citizens of the problem and make them aware of preventive measures. Consequently, we depend on our local news media and personal contact with senior citizen organizations.

In addition, it was necessary for us to procure a visual aid that was relevant and would serve to assist us in educating our senior citizens. An extension to the visual aid is the availability of handout material. Budgetary problems are not new for police departments; however, we were greatly assisted by the National Retired Teachers Association and American Association of Retired Persons who supplied our section with a crime prevention booklet geared for the retired and senior citizens.

Visual aids that are presently in use and have been found to be very informative and effective are "On Guard—Bunco," "Nobody's Victim," and "Crime in the Home."

"On Guard—Bunco" depicts the bunco artist preying on the frailty of character in their victims, as portrayed in four vignettes presented in this film. The elderly citizen duped of life savings, the homeowner who imagined he was taking advantage of someone else's misfortune, the unwary housewife, and the confidence trickster on the streets. Subtle con artists, their ways and means and some of the fraudulent schemes they perpetrate.

"Nobody's Victim." This film covers the two basics of personal safety—avoiding danger and dealing with danger. The first section on avoidance covers walking alone, thwarting purse snatchers, using a dog for protection, driving alone, parking and leaving a car, car trouble, home security, advice on gun possession, and telephone harassment. The second section emphasizes escape as the object of self-defense and describes what to do if confronted. It covers the use of weapons, of such familiar objects as purse, keys, magazine, et cetera, and cautions on use of chemical weapons. Interviews with women who have actually been attacked point up dangerous situations.

"Crime in the Home." This film offers valuable tips on effective means employed in protecting yourself, your home, and your prop-

erty. The probability is that one day you will become a victim--the possibility is reduced if remedial action is taken promptly. Dramatic vignettes demonstrate how to protect yourself, mark property for identification, deal with confrontation, decide about firearms, and protect your home--empty or inhabited, doors, locks, windows, neighbors, police, alarms, and security devices minimize the prospect of becoming a victim.

With the program developed, all that remained was to present it to as many senior citizen organizations as possible.

Other crime prevention programs that we have available to our citizens include those dealing with the problems of burglary, rape, and street crimes. We also offer resident security surveys and encourage citizens to adopt improved security measures, where applicable, for their dwellings as a means to deter burglaries. Citizen awareness and crime prevention is synonymous; therefore, it is imperative that crime prevention programs be maintained on a continuous educational basis.

Mr. ROYBAL. Thank you, Lieutenant.

Mr. Hammerschmidt?

Mr. HAMMERSCHMIDT. Gentlemen, I am going to have to leave to go to another subcommittee meeting, but before I do I want to express my appreciation for your being with us this morning and thank you for your testimony. I am sorry I am not going to have a chance to listen personally to the Montgomery County Police Department, but I will read it later in the record, of course.

I am impressed by these statistics. It looks like Alexandria is a pretty safe place for elderly people to live in.

As we have listened to testimony here, we have been concerned that in certain urban areas, and perhaps other areas of the country, elderly citizens may be removing themselves from areas of high crime incidence. As a result they are restricting their own freedoms to a great degree, and that may account for some of the lower crime statistics in certain cities.

I don't know whether you feel this is true in Alexandria, but, of course, what all of us are interested in is for a citizen to feel that he can move freely within his community.

Do you have any feel for that?

Chief HOLLIHAN. I feel that the people that are living in the different homes for the elderly kind of tend to stay inside. I live right in the middle of three of them. I don't see them out walking around a great deal. I see their families coming and taking them out, going for rides and things of that nature.

However, the people that live out in the community do go on the streets, and they become victims of purse snatchers. They also become victims in different ways, like the flimflam we discussed. I guess pocketbook snatching is about their biggest problem. The people that live in the community are out around on the streets, and we do see them.

Mr. BAGGI. Would the gentleman yield?

Mr. HAMMERSCHMIDT. Surely.

Mr. BAGGI. I made that same observation as I traveled. It appears to me that the reason for that situation is that many of the homes for the elderly or senior citizen centers, have programs which involved

the elderly. There is interest within the structure, and they have companionship within the structure.

Is it possible that that could be the reason?

Chief HOLLIHAN. I feel that is exactly right. The main purpose for people going out is probably to go to the grocery store or something like that. In the home they stay in, all food is provided and they have all kinds of programs. They have people that they become friends with and they meet, sit, talk and play cards with and they have no need to go outside. I think this probably is what these homes provide, other than just being residents. They provide companionship.

I know the one that is across from me, I see them out walking around the gardens. They have garden space that they work in, and they never go off the property. They have walks up on the top floor where you see them exercising. There is just very little need for them to go anywhere else.

Mr. HAMMERSCHMIDT. I have one other question before I leave.

I noticed that in your crime prevention program, the way you seem to communicate with the senior citizenry is through the senior citizens groups.

I wonder, is LEAA giving you some help, and is it possible that you could expand that base of information?

Lieutenant SALVIS. LEAA was very helpful to us when we first started getting involved with getting our crime prevention programs in gear. They were of great assistance to us financially so that we were able to secure the visual aids that we needed so badly, but as it stands right now, we are pretty well set. It is just a question now of continuing to update our material and our programs.

Mr. BAGGI. Do you have a pretty broad public relations program where elderly citizens know they can have accessibility to this information?

Lieutenant SALVIS. Oh, yes, sir. We cover, of course, the entire community, but in this particular case we did focus specifically on a program dealing with the senior citizens, because we became aware that they were becoming victimized in specific areas of flimflamming and purse snatchings. Aside from that, of course, all other crime prevention programs that we have for the entire community would also be a useful tool for the senior citizens as well.

Mr. BAGGI. I noticed those statistics on burglary and theft of the elderly residents are practically minimal.

Lieutenant SALVIS. Yes, sir. Our home security surveys really help on that also.

Mr. BAGGI. Thank you gentlemen.

Mr. ROYBAL. Do you have anything else to add, Chief?

Chief HOLLIHAN. I think that is all we have to add today.

Mr. BAGGI. What is the employment picture in Alexandria?

Chief HOLLIHAN. We are in pretty good shape. I don't know the percentage but I know we are in pretty good shape.

Lieutenant KEYS. Just under 4 percent.

Mr. BAGGI. I am sure that is significant. Apparently you have done the fundamentals as far as communicating with people and making them aware of the possibility of fraud that can be worked against them.

In light of the fact that oftentimes they are required to go to the banks to withdraw money, have you contacted the bank or banks?

Lieutenant SALVIS. Yes, sir; our investigative division coordinated their efforts with us in this particular area, and we received invaluable assistance from our various savings and loans and banking institutions. When they mailed out the canceled checks to all their customers, they inserted a slip of paper that stressed the point that at no time will any employee from any bank or savings and loan call them requesting that they withdraw money.

If a person receives this type of a request, they are informed to notify the police immediately or their bank manager. That really helped us out, because it covered more area than we could possibly cover by word of mouth.

Mr. BIAGGI. That is excellent.

Another suggestion you might make to the banks, if they find an elderly client is attempting to withdraw a significant amount of money, they should counsel them or have some discussion with them.

Lieutenant SALVIS. Yes, sir. That does occur when we are fortunate enough to have a teller who has experience in that particular bank for a number of years but, unfortunately, the turnover rate in banking and savings and loans is quite high. We cannot really depend too much on that, but fortunately we do have some that are still around.

Mr. BIAGGI. That is all, Mr. Chairman.

Mr. ROYBAL. What other types of larceny have you been experiencing that are being committed against the elderly? Is it still a problem?

Chief HOLIHAN. This list provides a breakdown on that, grand larceny and petit larceny.

Mr. ROYBAL. Is this a summary of crimes?

Chief HOLIHAN. The chart, yes. Purse snatching in the 55- to 64-age category is seven; 65 and over was six during the whole year of 1975. That is on the full sheet under grand larceny. Purse snatching is one that we fear because that can become a personal assault. When it does, then it goes into another category, but while there is no personal assault we carry it in the larceny category.

Mr. ROYBAL. It is interesting to note that purse snatching, for example, is more prevalent than pickpockets, and so forth.

Chief HOLIHAN. Yes.

Mr. ROYBAL. And that the purse snatching usually takes place, from other testimony we have received, close to a crowded building, a multiple dwelling of some kind.

Is that the usual pattern?

Chief HOLIHAN. I am not sure that we have identified a pattern. It is usually kids involved. A couple of kids see an old woman and they want to go after her pocketbook and they go. It doesn't matter much where it is. They just grab it and run.

Mr. ROYBAL. Testimony before this subcommittee indicated that this type of crime was committed mostly close to multiple dwellings, high-rise buildings where the senior citizen may be living, more than out on the street, close to something that is crowded. I wanted to know whether that was a pattern more or less.

Lieutenant KEYS. We have not been able to identify that as a concern in Alexandria. We did find that the individuals arrested for this type of crime, were committing their offenses very close to their own place of residence. Then returning into usually a very crowded, congested community, so that by the time the police were on the scene, their efforts in many cases were thwarted.

Mr. ROYBAL. Again going back to previous testimony, recommendations were made that architects design a building in such a way that it would help prevent some of these crimes.

Chief HOLIHAN. There are defensible space studies that have been made that would certainly be helpful, if the architects would use these studies. I suspect that some of these may be a little too expensive.

Mr. BIAGGI. Would the gentleman yield?

Mr. ROYBAL. I yield.

Mr. BIAGGI. It would appear to me, absent of the figures, but on the basis of experience, that it is very likely that this type of offense would be committed in an area that would facilitate escape.

As you suggested, Lieutenant, it would be close to their homes which is oftentimes in a crowded area which makes a lot of sense, from a practical point of view, of a criminal practitioner. Criminal practitioners would want to do it that way rather than in an open residential area where they would have difficulty in secreting themselves.

I would like to make one observation.

New York City is pretty fashionable and we have men that walk around with purses, so the next question I would like to ask you, on that basis it is not as ludicrous as it might appear on its face absent the preliminary comment, is this committee to assume that the victims of purse snatchings were all ladies?

Chief HOLIHAN. I believe the majority, yes.

Mr. BIAGGI. I don't want to go into the moral sense of women.

Chief HOLIHAN. One of the things you can see here that makes it difficult for us to answer this type of question is that we are talking about 12 or 13 purse snatchings in a year's time, and it really doesn't identify a pattern. The one thing we do show in purse snatchings is that things are beginning to increase a little. For instance, in 1975 there were seven and six for 12 months, and now we have five and six purse snatchings for 2 months this year.

Mr. BIAGGI. What we are really talking about, when you talk about Alexandria, is that it is a pretty safe community, as my colleagues have already mentioned. I would like to take this occasion to congratulate you, Chief, and your two lieutenants and the entire force, because the statistics point out an inescapable conclusion that it is much safer to live in Alexandria than in most other places.

My experience in law enforcement is that it just doesn't happen. It is a result of work, commitment, and a relationship with the community. You and I know that the police can't do it alone. It is that spirit of cooperation that produces the end result of a safe community.

You are to be congratulated for it.

I would like to make one other observation.

I have held hearings in New York City in connection with crimes against the elderly with a special thrust toward flimflam, to switch, and all of those variations. In New York the problem is grave. The victims are very numerous.



In addition to that, the elderly are victimized in a felonious fashion as far as assault is concerned. Homicides among the elderly are multiple. We know that prosecuting offenders becomes very difficult, because if they survive the assault, they make very poor witnesses. Happily, I won't make this conclusion, but it hasn't gone into Alexandria to the degree which is alarming.

Mr. Chairman, one question I think the subcommittee should address itself to is: Is this criminal activity against the elderly predominantly situated in the urban areas? You might find that is pretty much the story.

One other very surprising revelation is that at least in the con game business, the men have taken a very subordinate position. We have had testimony in the city of New York that women dominate the area 20 to 1 as far as the offenders are concerned. Apparently women can obtain the confidence of potential victims more readily than men. An elderly man, as men are, will always respond to a smiling young lady, and women have a way of carrying on conversations or initiating them and carrying them on in 15 minutes as though they were age-old friends. We know that the elderly are oftentimes so lonely, and for companionship they will speak to anybody and are happy to speak to someone who seems friendly and helpful. I have found it to be a very interesting revelation.

Mr. ROYBAL. Thank you, Mr. Biaggi.

The Chair would like to acknowledge the presence of the chairman of the full committee, the gentleman from Missouri, Mr. Randall. We will yield to him.

Mr. RANDALL. Thank you, Mr. Chairman.

I came down to congratulate you on holding these hearings and to offer any encouragement from any of the staff of the full committee who may be available to help.

Crimes against the elderly are part of our interest, and I do recall the gentleman from New York holding hearings in New York—back last winter, wasn't it?

Mr. BIAGGI. Yes, it was, Mr. Chairman.<sup>1</sup>

Mr. RANDALL. I have read part of the statement. Some of us find it difficult to believe that anything like this would go on in a quiet, peaceful, historical city like Alexandria, but evidently it does. We regard Alexandria as sort of a page out of a history book rather than anywhere where crimes of this sort would be committed.

That is about all I have to say, Mr. Chairman, except one little personal note that might go into the record.

We spent 10 days in the People's Republic of China, and had an opportunity to study some of the problems of the aging. Ours was an armed services group, and our primary interest was in that, but I did find that there were some workable and acceptable senior centers.

Back to the subject that we are discussing here; there is no crime in Peking, a city of 7.7 million. The largest city in the world, I guess, is Shanghai. They have 10 million people inside of the city limits and probably another 10 million outside, much bigger than Tokyo. It is safe to walk on the streets at night. We did. We know.

<sup>1</sup> Mr. Biaggi chaired a hearing, "Confidence Games Against the Elderly," on Jan. 13, 1976, in New York.

I guess maybe part of our problem is that we simply do not have the manpower. In China you couldn't go over 300 to 500 feet without there being a policeman or an armed guard there. The only crime that is going to be committed would be by those policemen and those guards. That is the only way there could be any crime on the streets at night, and that was at 10:30 or 11 at night.

We don't embrace the system. We don't agree with their ideology or philosophy, but we found that they certainly have a very low rate of crime, and certainly no problems of any crime toward the elderly.

Mr. BIAGGI. Will the chairman yield?

Mr. RANDALL. I will be glad to.

Mr. BIAGGI. What you have done, Mr. Chairman, and we are grateful to you, you have just produced some international evidence of an age-old concept and belief of police officers that a police officer on the street is a great deterrent to crime.

Mr. RANDALL. Thank you very much. They say they have 800 million. They admit to 800 million, but actually there are 900 million people, over one-fourth of the people in the world are in the People's Republic of China, and they have plenty of manpower. They don't lack for manpower.

Thank you very much and congratulations.

Mr. BIAGGI. They don't pay them very much either, Mr. Chairman.

Mr. RANDALL. Forty-five yuan a month, whatever it is, \$22.50 a month.

Mr. BIAGGI. That is a few dollars more than a Congressman.

Mr. ROYBAL. Lieutenant Salvis, I was most interested in your community relations program. You mentioned that there were some hand-out materials. I think you mentioned three or four of them.

I wonder if we can have copies of those made available to the committee.

Lieutenant SALVIS. Yes, sir.

Mr. ROYBAL. I would greatly appreciate it if you would send us some.<sup>1</sup>

I was also interested in films that cover two basic personal principles of safety. One is avoiding danger and dealing with danger, which I am sure you will make available to us, but one of the things that you did not mention was that there is recommendation to be cautious in the use of chemical weapons.

<sup>1</sup> Material was supplied and is retained in committee files.

Publications of the Alexandria Police Department include booklets entitled, "40 Ways to Protect Your Home," "What Every Woman Should Know About Rape," "What Every Woman Should Know About Self-Protection," "Victims . . ." (a Guide for Victims of Sexual Assault); pamphlets on "How To Protect Your Home and Family Against Burglary," "Let's Get Acquainted—Know Your Alexandria Police Dept.," and a map of Alexandria showing the location of the Police Department and Fire Stations; a coloring book, "Alexandria Police," a list of Police-Community Relations Programs/Visual Aids (including crimes against property, crimes against persons, police-community relations, drug programs, juvenile delinquency, and traffic and bicycle safety; and information and guidelines for the Police Ride-Along Program, in which students can ride along with police community relations officers on routine calls as an observer.

Other booklets are "Your Retirement Anti-Crime Guide," from AARP-NRTA; O. and A. booklet on drug abuse, from the Executive Office of the President Special Action Office for Drug Abuse Prevention; and "The Adventures of Surlocked Homes," printed by the State Farm Fire and Casualty Company, Bloomington, Ill.

Pamphlets supplied are: "Hotline," by the Alexandria Mental Health Association; "How To Sue for Small Claims in the City of Alexandria, Virginia," prepared by the Consumer Affairs Commission and Legal Aid Office of the city of Alexandria, Virginia; and one on alcoholism by the Alexandria Health Department, Division of Alcoholism Services.

A "Personal Crime Prevention Action File, 1976," by The National Exchange Club, Toledo, Ohio, was also supplied.

Can you explain to the committee why that is so?

Lieutenant SALVIS. Yes, sir, especially when you are dealing with the senior citizen, we stress the importance of not using it, because it can so easily be turned against him. We try to encourage them, if they are looking for some sort of a deterrent instrument, to possibly rely on a whistle, or on a gas-operated horn, which I think is probably the best item that a senior citizen could possibly want to have. It serves two purposes. It not only frightens the would-be perpetrator, but it creates more attention than a whistle would. People will look out or people will stop and turn around. The problem with chemical mace is that it is too unpredictable. The direction of the wind could be a problem, but the primary problem is that most senior citizens are not really agile enough to utilize it successfully.

Certainly we don't tell them what to do. We only recommend, and hopefully they can make their own conclusions.

Mr. ROYBAL. From the standpoint of concealing a weapon, whether it be chemicals or a whistle or a gas horn, whatever it is, wouldn't a ring, for example, that had a chemical in it be less obvious than a whistle around your neck or a horn that you may carry in your hand?

Lieutenant SALVIS. Certainly it would be less obvious, but the problem is still there. When the mace is released, you have to be in the proper direction. Otherwise all you are doing is shooting it at yourself.

Mr. ROYBAL. How effective is the chemical, or the use of chemicals?

Lieutenant SALVIS. For the senior citizen or just the chemical itself?

Mr. ROYBAL. How effective is it? Does it actually deter the individual? Does it stop him? What does it do?

Lieutenant SALVIS. It renders them helpless for enough time that if you were a law enforcement officer you could effect the arrest possibly without any injury. If you were a victim, to the point where you could either escape or get some help. It renders them helpless in that their eyes become very watery and running and they get some sort of a rash or something on their face.

Lieutenant KEYS. You feel like your face is on fire.

Lieutenant SALVIS. Right. It is effective if it is utilized properly, the same I guess as any other weapon, but what we really encourage are those gas-operated horns, because they are no larger than a lipstick container. They are very loud and piercing. They are something similar to—if you have ever heard an emergency horn on a vessel, it is something along that line. They are relatively inexpensive, and they are very dependable and yet I think they are the greatest thing.

I think every senior citizen that walks on the street should have one in their hand.

Mr. ROYBAL. Are there any in the possession of the department that could be demonstrated to the committee?

Lieutenant SALVIS. We don't have any. It is an item that probably costs, for a good one, \$2.50.

What we try to do is to encourage these groups to either buy them themselves or to get them in a lot, but we don't have any.

Mr. ROYBAL. At some subsequent hearing of the committee, I would like to have a demonstration of the three types. I don't think we will use the chemical. We will take your word for it, but we will listen to the whistle and horn.

We would appreciate it if you would let the members of my staff know where we can acquire those two types of whistles.

Lieutenant SALVIS. That horn situation was very successful in a neighborhood area outside of Philadelphia. I should have brought some material dealing with that. Not only did it provide a feeling of safety to the senior citizens, but also when a senior citizen was rendered helpless, let's say, in her bedroom or what-have-you, and she would fall out of bed, there have been instances where that horn was used and people knew what to do.

The first thing they did was to call the police, and the second thing was to direct the police where the horn came from. It has proven invaluable in that particular area. I like it better than the whistle because there are too many whistles on the street. Children have whistles. People don't really respond too much to a whistle any more. I think that horn would be an invaluable tool.

Mr. ROYBAL. From your testimony I think it is quite obvious that Alexandria is a pretty good place for senior citizens to live. On the other hand, we have had witnesses testify to the fact that the elderly often do not report crimes to police. Based on the statistics that you have given the committee, one can surmise that your work with senior citizens is most effective. Even though Alexandria is a good place for senior citizens to live, but then there is that third element, that it may be possible that senior citizens are not reporting crimes against them to the police department.

Do you find any evidence of that in your work?

Lieutenant SALVIS. I am sure it is there. Any time we are in front of senior citizen groups we point out that they realize when they become the victim of a purse snatching, that they would probably become poor witnesses. We can appreciate that, unless there are some other witnesses in the area, our chances of ever catching the suspect are very minimal. However, we stress the importance of making the report, regardless of whether they want to prosecute, or whether they can, because it gives us a basis to move on. At least we become aware of the fact that these offenses are occurring. Thus, we stress that at every occasion, the importance of making your police aware of what is going on in your community.

The only way you can do that is by letting us know, by making a report.

Mr. ROYBAL. Why is it that they are afraid to make a report? Why don't they report a crime?

Lieutenant SALVIS. It has been my experience with senior citizens that they suffer more than any other victim of any crime. It is a traumatic experience. It makes them very, very afraid to come out. They are afraid of retaliation. They may suffer severe injuries from a mere purse snatching, a fractured hip, a broken arm. This may have some negative feelings about really coming forward.

I believe that is probably why some of them do not really want to become involved. They become frightened very easily, even if they are not the personal victim of a crime, but what they read and what they see on television frightens them very much.

Mr. ROYBAL. This matter of crime against senior citizens seems to be quite a problem, but that fear more than anything else confines the senior citizen to his home.

Lieutenant SALVIS. Yes, sir.

Mr. ROYBAL. He is afraid to do many things, even to report to the police.

How widespread is the level of fear among the elderly residents of Alexandria?

Lieutenant SALVIS. I don't believe I am in a position to be that accurate but, for instance, most of their meetings now have been changed from nighttime to daytime. Most of their meeting places have been changed from areas that were relatively inexpensive to rent to more improved areas. Their meeting times have been cut short. We have a list of, I would say, roughly in Alexandria alone, of 25 or 30 senior citizen organizations, which is quite large really for the size of our community.

What I have been finding is that these individual organizations are now meeting at the same time so they can minimize and have more people at their meetings.

Mr. ROYBAL. You mean they are having combined meetings?

Lieutenant SALVIS. Yes, sir.

Mr. ROYBAL. So they all meet at one place.

Lieutenant SALVIS. Right, whereas before they were meeting individually.

Mr. BLAGGI. Will the chairman yield?

Mr. ROYBAL. I yield.

Mr. BLAGGI. On the question of fear, and why they don't report, to begin with, the senior citizens like the rest of the community who get involved with crime are reluctant to report, for several reasons.

One: They don't have the time.

Two: The treatment they get through the whole process is something to be avoided.

Three: By the time they get into court, the victim oftentimes takes the role, at least from the appearance point of view, of the offender; and

Four: There is the fear of reprisal, and that covers the whole spectrum of the population.

Lieutenant SALVIS. Yes, sir.

Mr. BLAGGI. It becomes more critical when you talk in terms of the senior citizens who themselves are a little uncertain and apprehensive anyway. I think as a matter of natural living they become less secure. That is why they need a more tranquil environment, and they do make the changes.

The changes that the lieutenant has testified to as far as their meeting places are concerned and as far as their religious pursuits are concerned are happening not just in Alexandria but all over the country.

The chairman is right in dealing with that element of fear. There is no question about it, it is there, and one of the purposes of this committee is to alleviate it as much as possible. At least if not alleviating the sense of apprehension, at least reduce the basis for that apprehension as much as possible.

Lieutenant SALVIS. One observation I might mention is that I had occasion to interview a number of youthful offenders who were subsequently charged with purse snatchings where the victims were senior citizens.

In the conversation it was pointed out to me that snatching a purse from a senior citizen is a piece of cake, and as a result this is what they look for.

Mr. ROYBAL. Of course fear can also minimize crime. If the person does not have fear, and goes out, let's say, at night instead of going to day meetings, that may make him more susceptible to the criminal's intent to rob, burglarize him, or victimize him in any way.

Is that a correct statement?

Lieutenant SALVIS. I would have to say it is, yes, sir. They are keeping the crime problem down by staying home.

Mr. ROYBAL. I think that instead of fear there should be precaution, because fear to a great extent demoralizes an individual. However, precaution used by the senior citizen in not going out at night, as an example, would statistically anyway reduce the crime rate, and that is what is being done now by the senior citizen organizations. They are meeting during the day. They are not going out at night. Therefore crimes against them have been reduced in some instances.

Have you found any significant reduction in Alexandria since they have started to hold meetings during the day versus meetings at night?

Lieutenant SALVIS. No; but as you can see, we were only talking about what was the percentage involving senior citizens.

Lieutenant KEYS. 2.4 percent.

Lieutenant SALVIS. As you can see, the problem fortunately isn't that serious with us. I would have to say that the fact that they are not meeting at night and they are meeting during the day and they are meeting in volumes has to have a bearing on that.

Mr. ROYBAL. Yes; but not significantly so, to indicate a downward trend statistically, at least not in Alexandria, but this could be the case where crime against senior citizens is heavy.

I have one more question I would like to ask you, and that is this: We have had testimony before the subcommittee that there are three schools of thought with regard to the victimization of senior citizens. One says it is no different than for the general population. The other takes the position that senior citizens are more likely to be victimized than any other citizen. The third actually categorizes the crimes that are committed against senior citizens and takes the position that senior citizens are left alone with respect to other crimes; for example, burglary, purse snatching, and muggings are those crimes most perpetrated against the senior citizen.

What do you think of those categories that have been presented to the committee with regard to senior citizen victimization?

Lieutenant KEYS. I would have to go with your third premise. I think there are certain crimes, for example, the flimflam larceny by trick and purse snatching that are most often committed against the elderly.

In the area of robbery, larceny, and the property crimes, I don't think the age of the victim has any bearing. The man is out to break into a house or an apartment, he is out to steal something out of someone's car, the age of the victim is not a factor. I think that is what they were saying in your third example, that certain crimes, flimflam, street robbery, purse snatching, mugging, whatever you want to call it, these types of offenses, have a greater chance that age is a factor.

Mr. ROYBAL. So one can surmise then that the crime against the senior citizen is in certain categories more than crime in general.

Lieutenant KEYS. Yes, definitely.

Mr. ROYBAL. You mentioned fraud earlier in your testimony, and that is most interesting to hear about. I suppose it wouldn't be as interesting to be the victim of that crime, but the mere fact that the senior citizen, for example, is victimized by someone who tries to enrich him, and the example that you gave seemed to be the reason why he was victimized. This clearly indicates various things, but one is that a senior citizen who may be in a very low income bracket or has a fixed income is making an effort to get more money to take care of his needs, and this perhaps motivates him to accept such a foolish scheme.

My question is: Does this type of crime take place mostly in areas where senior citizens live who are in the lower income brackets? Do you know that to be a fact, or is it across the board?

Chief HOLIHAN. I don't think there is any specific location that we could point up as being an area related to this. I think what we have found in some instances is that there is an attempt to get money from a senior citizen when somebody has observed him drawing money from the bank or something of that nature, or displaying a large amount of money at a supermarket. I think that this would probably be a fair evaluation.

Mr. ROYBAL. So that individual who is committing the crime doesn't really know the real financial circumstance of the individual, only that that senior citizen has been seen withdrawing funds from a bank. He may have \$100,000 or \$100 but nevertheless he does have a bank account.

Chief HOLIHAN. He has a potential, yes, sir.

Mr. ROYBAL. Chief Holihan, Lieutenant Salvis, and Lieutenant Keys, I wish to thank you very much for your presence and for your testimony.

Before going on to the next witnesses, I would like to ask the gentleman from New York, Mr. Biaggi, if he has any questions.

Mr. BIAGGI. I have just two questions.

I think we have received sufficient information in connection with Alexandria as it relates to senior citizens. There are three areas that deal narrowly with the senior citizens; mugging, larceny by trick, and purse snatching. At least two of them, because of the age of the victims, have the potential of developing into more serious crimes. That is one of the reasons why great emphasis should be given to this problem. Alexandria is fortunate.

In the city of New York, and I am sure it is repeated in the larger cities throughout the country, you will find homicides developing as a result. Some of the most brutal, even rapes, senseless, violent, inexplicable situations occur among the senior citizens.

I have one question.

There are some advocates of defense programs for senior citizens—I have my views, and I am sure you have yours—for the record please give the committee your views on these programs.

Chief HOLIHAN. To back up just a little bit, your reference has been made to them having some type of weapons. We draw away from that because having a weapon might give people a false sense of security. It might endanger them in that they would take bigger chances, and the chance of them using a weapon would be quite limited. A weapon has to be out and available to be used, and most times it is carried someplace where it is a job to get at it, so any condoning of

their carrying weapons would be poor judgment and I believe, in just the limited capability they have with their own personal physical flexibility to use these types of things would be endangering them.

Would you repeat that question, please?

Mr. BIAGGI. Some people advocate defense programs. You responded in part by talking about the weapons, which is significant.

Chief HOLIHAN. Again my feeling is that I would frown on a defense program for these types of people, especially if it is an active defense program. There is such a great possibility of them being more severely injured than the average person in any type of a physical thing, and their capability to perform is extremely limited.

In many cases there is sickness involved or there is a mental problem involved too. These types of things would not be conducive to carrying out any type of a defense program.

Mr. BIAGGI. Let me be more specific.

A karate program for senior citizens. Respond for the record, Chief. Chief HOLIHAN. No, I wouldn't condone that.

Mr. BIAGGI. I happen to agree most completely with your views, because I know the consequences, and I think the best we can do is to avoid. A program of avoidance would be the most productive, and even that is not going to be complete, we know that, but at least it will reduce the exposure.

I take a very dim view of the karate system and even weapons, but the karate system, especially.

Chief HOLIHAN. Your physical condition for that type of thing has to be excellent and it is a thing that you have to constantly practice or you can do more harm than good with it. Even an athletic type person has to practice the defensive form in order to stay in touch with it. You can't just learn it and leave it lay. You have to use it.

Mr. BIAGGI. Thank you very much.

Chief HOLIHAN. One other point I would like to address.

There have been many compliments passed to us today, but I think that it goes a little farther than just the police service. Our city is dedicated to community involvement, and all the segments of the city get deeply involved with recreation, cultural programs, with housing programs, parks, the whole works is dedicated in this direction. When you get this type of a fertile ground, it is easy for the things that we do to gel, and the results that we have had have not been a total police effort. It has been a total community effort.

Mr. ROYBAL. Chief, we thank you very much for your testimony, particularly for the fact that you have given credit to the community for which you work. This shows a close relationship between the police department and the community, which is most commendable, and judging by the statistics that you have presented, this relationship has been most successful.

Chief HOLIHAN. Thank you.

Mr. BIAGGI. We are moving to Alexandria, Mr. Chairman.

Mr. ROYBAL. Thank you very much.

Lieutenant SALVIS. Thank you.

Mr. ROYBAL. We will next hear from Ms. Bonnye F. Cohen and Lt. Joseph Hancock of the Montgomery County Police Department. They will be accompanied by Mr. Donald Wassman of the Montgomery County Area Agency on Aging.

You may proceed.

**STATEMENT OF BONNYE F. COHEN AND LT. JOSEPH HANCOCK,  
MONTGOMERY COUNTY POLICE DEPARTMENT; ACCOMPANIED  
BY DONALD WASSMAN, MONTGOMERY COUNTY AREA AGENCY  
ON AGING**

Ms. COHEN. Thank you, Mr. Chairman.

I am Bonnye Cohen and I am a social worker with the Crime Prevention for Seniors Project, Montgomery County Department of Police, and with me today are Lt. Joe Hancock, deputy commander of the crime prevention section of the Montgomery County Department of Police, and Mr. Don Wassman, director of the Montgomery County Area Agency on Aging.

First, on behalf of Col. K. W. Watkins, Montgomery County Chief of Police, and the Crime Prevention Unit, thank you for this opportunity to appear before your subcommittee. We are pleased that our congressional committees share our concern about the elderly.

In September 1975, the Montgomery County Department of Police, in conjunction with the Montgomery County Department of Social Services, and in coordination with the County area agency on aging, received a grant for a pilot project, crime prevention for seniors.

The grant is renewable up to 3 years and was received from the Federal Law Enforcement Assistance Administration (LEAA) via the Maryland Governor's Commission on Law Enforcement and the Administration of Justice. The total budget for our first fiscal year is \$78,788. These moneys consisted of 95 percent Federal funds and 5 percent local and State funding.

LEAA has provided an outline of priority regarding the collection and analysis of statistical data.

Our project is aimed at improving the delivery of criminal justice services to the elderly defined as "60 plus" residents of the Silver Spring police district.

This district comprises our target area. Our unit is located within the crime prevention section at the Silver Spring police station.

Organizationally, the unit is composed of a police officer, myself—a social worker—and an administrative aide. We are formally known as the Criminal Victimization of the Elderly Response Team.

Our project director is the chief of the crime prevention unit, and our advisory committee consists of staff members of the county departments of police, social services, and human resources—area agency on aging.

The response team works as a unit to provide three major program components. These components include (1) an educational effort designed to reduce the level of fear of crime and increase reporting of crime among the "60 plus" age group, (2) a capacity to respond to elderly crime victims with the goal of restoring the victim to a level of functioning approximating his/her capacity prior to victimization, and (3) research and analysis of team and program effectiveness in achieving the above goals, as well as the determination of the parameters associated with elderly criminal victimization.

The response team has been operational since November 1975. I hope to relate to the committee our progress and findings to date for each of the aforementioned program components.

Our initial program efforts were directed toward establishing a comprehensive picture of criminal victimization as it affects the elderly in our county, and especially in the Silver Spring target area.

First, I would like to familiarize the committee with our target area. The Silver Spring project area is one of four police districts in Montgomery County. The Silver Spring district occupies about 5 percent—or 25 square miles—of the total county land area.

We have been unable to obtain a reliable estimate of the population of this area. However, we have ascertained that there are somewhere between 120,000 and 130,000 people residing in this area. This would be about 20 percent of the total county population. The estimate for the "60 plus" population countywide is 61,149 or 10.7 percent.

It is generally agreed that there is a higher proportion of "60 plus" residents residing in Silver Spring. It is estimated that in the Silver Spring planning area, which occupies approximately one-fourth of the police district, about 25 percent of the population is "60 plus."

In summary, with respect to the elderly, the Silver Spring target area is densely populated, highly commercial and located in close proximity to the District line.

Our data collection process involves several tasks. First, all police reports involving elderly victims are automatically sent to the response team. The information contained in these reports, combined with the results of the victim followup interviews scheduled to begin in fall 1976, are compiled on a victim profile form.

Psychological, social, physical, and victimization-related characteristics of each crime victim are recorded on this form. I regret that we do not have the resources at this time to undertake a computer analysis of this data. However, we anticipate such provisions in next year's grant. At the project's end, we will have a detailed analysis of the "60 plus" victim and the circumstances surrounding victimization.

We have, however, undertaken a limited analysis of our 1975 "60 plus" crime report data. I will relate some of our preliminary findings. The complete statistical report will be available at the end of May 1976.

Our statistics are based on a selected group of crime classifications. The selection was based on the likelihood of a relationship between victim age and/or victim fear level and the type of crime.

Data was collected for the following crime classifications: Murder, rape, robbery and attempts, aggravated assault, burglary, larceny—pickpocket, purse snatch, from buildings, and others—assault, fraud, and sex offenses. For 1976, statistics are also being compiled for vandalism.

In 1975, the Montgomery County Department of Police received 708 reports involving "60 plus" victims for the 9 selected classifications; 200 or 28.24 percent of these reports occurred in the target area.

Those 708 reports represented 6.5 percent of all reports made in the county for that year. In the target area, 8.7 percent of all reports involved "60 plus" victims.

Of these 708 "60 plus" reports, 414 involved the crime of burglary. This means that 11.2 percent of all countywide reports for burglary involved "60 plus" victims; 111 or 28.8 percent of these reports occurred in our target area. This figure represents 14.3 percent of all Silver Spring burglary reports.

Countywide, there were a total of 66 robbery and attempts reports involving "60 plus" victims. This represents 17.5 percent of the total county robbery reports; 34 or 51.5 percent of these incidents occurred in our target area. This means that 22.3 percent of the robbery reports in the target area involved "60 plus" victims.

There were 14 purse snatch reports involving "60 plus" victims in the county. This represents 19 percent of all such reports. Twelve of these reports occurred in our target area. They account for 28 percent of the total purse snatch reports within Silver Spring.

What do these figures tell us? It is difficult to evaluate the target area in terms of under or over victimization of the elderly, without population estimates for this area.

However, the figures will provide a form of annual comparison by types of crimes. With the exception of crimes of fraud and pickpocket, the 60-plus victimization rate for the remaining classifications is below 5 percent of the total crimes for all age groups. We have used these statistics, combined with a review of the literature and the perceptions of our senior community, to choose the foci of our crime prevention efforts.

We have chosen street crimes as the object of our highest attentions. In our final statistical report of 1975, data will be available as to the who, what, where, and how of this type of crime against the 60-plus age group. We have already begun sharing this type of information with the patrol division in our target area, as well as the department's robbery squad.

We are also in the process of undertaking another research effort. This is a survey—sample size 400—to determine the level of fear among elderly residents within the target area, as well as their crime reporting habits.

This survey will be readministered at a later date to determine any changes that may have occurred along these parameters. It is hoped that the level of fear will have dropped, with a simultaneous increase in crime reporting, as a direct result of the team's efforts.

The crime prevention package is still in its planning stages. However, the final result is scheduled for completion by fall 1976. It will include a series of presentations concentrating on street safety, home safety, and fraud.

Techniques to be employed include a movie, a localized slide show, skits, role playing, group discussions, and lectures.

An important component of this package is a crime prevention booklet for this age group. These educational presentations will be accompanied by an all-out public relations campaign.

Within the next 2 years, we hope to be organizing senior citizen crime councils to help the police in dealing with crime in their neighborhoods.

We are also anticipating our own corps of senior volunteers to perform the engraving necessary to participate in the operation identification program. Additionally, the response team officer, along with these elderly volunteers, will perform security checks on residences of seniors within the target area.

We are planning training in senior crime prevention techniques tailored toward the needs of department officers and other community

service workers. These sessions will enable us to promote the philosophies of crime prevention for seniors throughout the county.

We are quite excited about the response component of our project. We share the belief that older victims are likely to suffer greater trauma, as a result of victimization, than other age groups.

There is an increase in vulnerability to physical injury as one ages. The older victim who falls to the ground is more likely to suffer a broken bone than his/her younger counterpart.

A robbery or burglary of \$25 may mean much more to an individual who depends on a fixed income. The loss of a purse with pictures of dear ones, as well as a multitude of cards, can be most traumatic to an older individual. Expenses incurred as a result of the victimization, such as transportation to medical facilities, medical bills, service fees for the replacement of apartment keys, the cost of changing door locks, et cetera, may have an extremely heavy impact on the older victim.

The fear of suffering a victimization and being faced with an additional traumatic set of events is enough to keep many older people in their homes, limiting their activities.

The officer and myself will respond to the victim within a 24-hour period from the time of report. Our intent is to assess the immediate circumstances surrounding the victimization in conjunction with the individual(s) well being. Our interview will be conducted independently of the department's criminal investigation personnel. Referral and other services will be offered as needed.

I would like to read an excerpt from a letter that was written to our police department by a victim of a purse robbery. She states—

I shall never again be able to drive my car at night without fear of being attacked and robbed. I am 78 years old, live alone, and enjoy going to lectures and classes or to visit friends. One dislikes having to live in a fortress or have ones normal social activities curtailed by fear of moving from ones car to the front door after dark. This probably is a dilemma to many elderly individuals. I do not know if the police have any answers to the problem of how to be safe on our own property or on the public streets.

She goes on to say—

If the police department has an advisory council for the elderly citizen or people of any age, for that matter, it would be a good topic for public relations for the police department to provide education in security.

This victim states the case for specialized crime prevention for the elderly as eloquently as anyone. It is our goal to assist this woman in feeling more secure as she travels around the county.

We are encouraged by the positive response we have received from the limited group of senior victims to whom we have offered our services.

We are further encouraged by the predominance of crime reports involving incidents that might well have been avoided had the victims taken simple precautions.

We advise older women to take only what they need for the occasion. This includes leaving the purse at home whenever possible. If a purse must be used, money and keys should be carried elsewhere. We advocate the use of freon air whistles as a portable alarm system. These are about the size of a cigarette lighter and emit a shrill sound when the top is depressed. They may be used when a person feels apprehensive about a situation and/or to sound for help.

We advise that a person be cautious when they are leaving a commercial establishment or a car. This includes surveying the surroundings, staying away from poorly lit places and sticking to the sidewalks, not shortcut paths.

Most important, we encourage older people to notify the police if they see anyone or anything that they have questions about. Especially in the predominantly elderly apartment complexes, each person must assume some responsibility for the others. We hope to be successful at encouraging the elderly to be the eyes and ears for the department of police.

We advise people to have security locks on their doors and use them. This means when they go to the laundry room as well as next door for a minute. We are concerned about the percentage of residential robberies involving older victims, and advise seniors not to open the door unless they are certain of an individual's identity. We provide security checks to insure that a residence is secure. If necessary, we will act as a liaison with apartment management to see that the necessary security changes are made.

In closing, I wish to thank you for the opportunity to share our department's efforts in dealing with the problem of crime against the elderly with particular focus on the victim. Older people often bear the brunt of today's increased technological progress. It is our sincere desire that crime prevention for seniors will lessen the impact of the sad realities faced by our older citizens.

Mr. Chairman, I have some additional material I would like to submit for the record.

Mr. ROYBAL. Without objection, it will become part of the record. [The additional material is reprinted in the appendix. See pp. 35-84.]

Ms. COHEN. Thank you.

Mr. ROYBAL. You quoted from a letter that you received from a young lady who made certain recommendations, certain observations, and she said that—

If the Police Department has an advisory council for the elderly citizen or people of any age, for that matter, it would be a good topic for public relations for the Police Department to provide citizen education in security.

I am sure that is correct, but I don't necessarily see this as public relations on the part of the police department. I see this as part of an active program of crime prevention.

What prompted your police department to establish the crime prevention for seniors program?

Ms. COHEN. I will leave it up to one of the two gentlemen.

Mr. ROYBAL. Was it public relations, or was it the fact that the need was so great that you found it necessary to implement such a program?

Lieutenant HANCOCK. Crime prevention was the primary concern. Many people will interchange crime prevention and public relations as meaning the same thing, but crime prevention is a positive step by law enforcement agencies to assist the potential victim of a crime to protect himself against the criminal element, where public relations would be more of selling the image of the police.

Mr. WASSMAN. One of the things, Mr. Chairman, which prompted us in Montgomery County to pursue the availability of the LEAA funds occurred at our public hearing. The area agencies on aging, as you know, are required to produce an annual plan for the aging and

at our public hearing a year ago a number of senior citizens stood up at that hearing and vocalized their deep concern for crime as it was occurring to the senior citizens. They were particularly concerned with the problem in the Silver Spring and Wheaton areas of our county, which represent about 85 percent of our senior population, which is grouped into those two election districts.

As a response to the concern of those seniors we applied for some potential LEAA funding to introduce a pilot project.

Mr. ROYBAL. Were there any strings attached to that funding by LEAA? Did they provide technical assistance to begin with and then did they have certain guidelines that you had to adhere to before you received the funding?

Mr. WASSMAN. The only guidelines that were imposed on us were that we pick a population where there were at least 1,000 senior citizens concentrated. We have met more than that because we estimate around 14,000 people over 60 live in that 25 square mile area that Ms. Cohen mentioned.

The only other impositions are those that we imposed on ourselves to determine performance measures and evaluation techniques.

Mr. ROYBAL. Then the goals in question were goals that you yourself set and not imposed on you by LEAA?

Mr. WASSMAN. No; we wrote the proposal. LEAA put some contingencies on that proposal. We responded to those contingencies and established our own goals.

Mr. ROYBAL. Did they give you any technical assistance with regard to the establishment of those contingencies?

Mr. WASSMAN. They would have, had we requested them. We found them very responsive. However, they were satisfied with our responses to their contingencies.

Mr. ROYBAL. Are you telling the subcommittee that you have a 3-year grant and that it soon expires? What will happen after the expiration?

Mr. WASSMAN. It was a 1-year grant, sir, which is renewable for 3 years, at the conclusion of which it is assumed that the county will absorb the cost of the continuation of that program.

Mr. ROYBAL. You are now in your first year, are you?

Mr. WASSMAN. We are in our first year. It expires August 31.

Mr. ROYBAL. Then there is a very good possibility that you can continue for 2 more years in your opinion?

Mr. WASSMAN. Definitely.

Mr. ROYBAL. Is it a possibility or is it definite?

Mr. WASSMAN. The Governor's criminal justice division has already set aside \$85,000 for next year's appropriation.

Mr. ROYBAL. I would say that that is just about as positive as it could possibly be. If that kind of interest is generated or shown I would assume then that you would have a continuation of the program for the next 2 years.

Then what happens after the 3 years are over?

Mr. WASSMAN. There is no guarantee what will happen. We are moving ahead on the assumption that at the conclusion of 3 years of Federal funding the county will appropriate sufficient funds to retain the effort.

Mr. ROYBAL. However, that, of course, will depend on what the crime rate is at that particular time.

I cannot possibly see that there will be complete elimination of the problem, so every indication is that such a program will have to continue.

Is that not correct?

Lieutenant HANCOCK. Yes, that is correct.

Mr. ROYBAL. Generally, police departments do not obtain the age of the victims when filling out their crime reports. Police departments have told us it is too expensive and some victims object to being asked their age.

Ms. COHEN. We have them.

Mr. ROYBAL. What has been your experience with regard to the statistics that are made available by your own police department? Do you have statistics on crime with regard to age that one could put his fingers on?

Lieutenant HANCOCK. Yes, we do, and when the officer takes the initial report he obtains this information. Some people do hesitate to give their age, primarily some of the ladies.

Mr. ROYBAL. But that is not really a problem, is it, that the senior citizen would hesitate to give his age?

Lieutenant HANCOCK. No; very few. Officers usually don't press them too much if they don't want to give the information.

Mr. ROYBAL. Some of us kid ourselves about the fact that we will be 39 on our next birthday.

Ms. COHEN. We manually pulled out the reports involving 60-plus victims. The department does not keep statistics by age. The statistics are available on all of the crime reports but you have to manually pull them. It is not computerized. I had one victim who had given three different birth dates for three different incidents. I don't think she could quite decide.

Mr. ROYBAL. What I was getting at really is the fact that you categorize all of this as 60-plus.

Ms. COHEN. It is.

Mr. ROYBAL. And it could be 60 or 69.

Ms. COHEN. Our grant is 60 plus.

Mr. ROYBAL. If you do it that way it isn't absolutely necessary that you make a determination as to whether more crime is committed against a person 63 than one 62. We do know then that your statistics hold true with regard to 60 and over.

Ms. COHEN. That is true.

Mr. ROYBAL. And that is the kind of statistic that you have in your department?

Ms. COHEN. Yes.

Mr. ROYBAL. Then if I were to ask you what the crime rate on purse snatching or burglary is you can give me that crime rate quite accurately with regard to people 60 and over, but not necessarily at various age levels above 60?

Ms. COHEN. No; only for robbery do we have the breakdown by age levels. We did break it down. As I said, all this information is on computer sheets and is ready to go into a computer.

At that time when it does go into the computer it can be broken down any way that anyone would want it to be. We are interested in

looking at it maybe by 5-year or 10-year intervals, 60 up, but right now we have only done it manually for robbery for the 60 plus, 60 to 70, 70 to 75 age group.

Mr. ROYBAL. Why do you keep just one particular crime category?

Ms. COHEN. Because we do it manually and we are limited in time. We have chosen to focus on street crimes and we are in the process of compiling the 1975 report in which robbery and purse snatching are our target crimes.

Mr. ROYBAL. Purse snatching would probably be higher than robbery, is it not?

Ms. COHEN. It is a larceny.

Lieutenant HANCOCK. If a suspect takes a purse and there is no resistance, then under uniform crime reporting we classify it as a larceny. However, if there is resistance offered and force is used to take the purse, then we would classify it as a robbery.

Ms. COHEN. There are really more serious robberies. It is a very fine line, which is why we group them together, but for police reporting purposes they are separated.

Mr. ROYBAL. As a social worker can you discuss in great detail the types of social, psychological, and physical characteristics which will comprise the victim profile? How do you foresee that this detailed analysis of the elderly victim can be used to reduce crime?

Ms. COHEN. We are trying to get a picture of the elderly crime victim to see whether there are any patterns. We haven't actually begun the direct response component of the program so I have only been involved with 15 elderly crime victims, but we are hoping to find patterns in relation to age, in relation to where they were going, and how they were going in relation to their physical help.

We are also looking for qualitative measures as to the effects of the crime. We are also talking about their mental and physical status after the crime. We then are collecting some data on what we did and what we recommended as a result of our contact with the victim due to their victimization.

I think it will be very useful in terms of planning a program. It is very difficult to plan a program unless you really know whom you are planning it for and what population you are dealing with. This is why we first started with the research effort and hopefully in the first year we will be ready to have the program.

Mr. ROYBAL. One of the things that constantly keeps coming up is the matter of fear. It seems that fear plays a major role in determining a senior citizen's activity. I don't think that it is necessarily confined to senior citizens, but since we are talking about senior citizens one could say that it does confine senior citizens to their residence most of the time.

Do you have any information on their movement to perhaps the daylight hours and have you found any relationship between the victim's fear level?

Ms. COHEN. We are in the process of administering a survey where we are going to investigate that specific question—what is the level of fear, or we call it concern about crime because we don't care for the term "level of fear" either.

We are trying to investigate that and we are trying to find some attitudinal and behavioral measures that will indicate the concern about crime on the part of the 60-plus age group.



Mr. ROYBAL. Could it not also be possible that in that same area, for example, someone 40 years of age would be just as fearful as someone 65?

Ms. COHEN. It is possible, but as I pointed out in the testimony, I think that the outcomes of the victimization are potentially greater for an older person and the older people are very aware of that.

Mr. ROYBAL. We are not talking about fear level, are we?

Ms. COHEN. I think that is one of the factors that determines fear level, in terms of I am not as afraid because it is doubtful if someone pushed me down I would break a hip. Breaking a hip would cause a great deal of anxiety in older people where it would be potentially harder to heal.

I have seen friends who have problems. One person in the community who suffered a broken hip as a result of a robbery could cause a great deal of anxiety in the rest of the people in the community.

All these things we are talking about hypothetically, but from our survey we should be able to get some real hard facts. You are right, we won't be able to compare with the rest of the population because we don't have the money to do a survey for the rest of the population. It is all hypothetical.

Mr. WASSMAN. Mr. Chairman, perhaps you are aware of the survey that was conducted last year. I believe it was published in May. It was published by the National Council on Aging and it was conducted by the Harris Poll group. Forty-five hundred senior citizens and other members of the population were polled. It was the most comprehensive effort made in senior citizens' questionnaires for some time.

It is very interesting to note that 58 percent of the people 65 and over indicated that they felt that fear of crime was a major concern for other people 65 and over. However, when you ask the people themselves if the fear of crime is a major problem, only 25 percent said it was. So what they were doing, it seems to me, was projecting some of the myths with which seniors and other people live.

They didn't consider themselves—well, 25 percent of the people is fairly major—but it is interesting that they thought other people were really going to be the victims rather than themselves.

Mr. ROYBAL. There could be a little ego involved with that, saying well, I am not afraid but someone else may be afraid.

Mr. WASSMAN. I don't recall the statistics but there is one in there, sir, in the same column or in the same tabulation which shows what the fear of crime is among the younger population. I just can't remember it.

Mr. ROYBAL. You have chosen street crimes as the object of your highest attention. Why is that?

Ms. COHEN. Our target area is Silver Spring and half of the street crimes in the county do occur within Silver Spring in our target area, so that it is even more of a concern to us. We reviewed the literature. We saw that nationally, street crime is of major concern statistically and to the older people. We also spoke to some of our community leaders, senior community leaders, and they agreed with us. They wanted us to concentrate on the prevention of street crimes.

The numbers were large enough there for us to worry about them. If you would like me to read you some percentages for our target area of the victimization rate of the 60-plus age group, I would be happy to do that. That wasn't included in the report.

Mr. ROYBAL. Yes.

Ms. COHEN. For the firearm category, highway-roadway-alley—that means the use of a firearm in street robberies—20 percent of the victims in Silver Spring were 60 and over; for the county it was 14 percent. Firearm robberies occurring within a residence, 23 percent of the total Silver Spring robberies of this type occurred to 60-plus victims. For other types of firearms, 66 percent of these types of robberies occurred to 60-plus victims.

For knife cutting, highway-roadway-alley, 25 percent of the victims in the Silver Spring target area were age 60 or over.

For the other dangerous weapons category on streets, 25 percent of these robberies were committed against older individuals. For strong-arm robberies on the street, 35 percent of these crimes were committed against victims age 60 and over.

For strong-arm robberies occurring within the home, 37 percent of these robberies were perpetrated on an individual 60 and over, and for robberies as a whole in our Silver Spring target area, 22.3 percent of these crimes were committed against victims age 60-plus.

In terms of the victimization rate of older people, there seems to be enough of a problem for us to be concerned about them.

Mr. ROYBAL. Still 37 percent of those crimes were committed in the home.

Ms. COHEN. Yes.

Well, not of those crimes. If you want it, we have a residential breakdown, but residential robberies are our concern, because older people seem to be disproportionately represented in residential robberies.

Mr. ROYBAL. Testimony before the subcommittee has again indicated that fear is there but that they are more fearful of going home than they are walking on the street. Has that been your experience at all?

Ms. COHEN. Going home?

Mr. ROYBAL. Entering their home, going into this high-rise building that they live in.

Ms. COHEN. I couldn't answer that question.

Mr. WASSMAN. I would only have to make a general observation from my own contact with the elders in the Silver Spring area and that is that they have a greater fear of the street crime than they do of their own residence. Many of them do live in fairly secure high-rise buildings. There is a sense of security. They do have buddy systems within the building. They have security checks. So they are not as fearful of that as they are walking out under one of the underpasses on Georgia Avenue.

Mr. ROYBAL. I understand, but the fear that I made reference to is one that they feel as they approach the residence. Once they get in they are safe. There is no more fear. But approaching this housing project is to him an item of fear.

Ms. COHEN. You mean on the street approaching it, very close?

Mr. ROYBAL. Yes.

Ms. COHEN. From what we can tell in the Silver Spring area most of the robberies are occurring on the streets close to the residences, not necessarily in the shopping centers.

Mr. ROYBAL. That is right. This is where I wanted to differentiate between the crime on the street that would be out in the open on the street, and then those streets surrounding the building in which they live. The testimony was to the effect that most of this crime is near their place of residence, not necessarily in their place of residence.

Ms. COHEN. Yes.

The residential crimes that we are talking about were those where someone knocks on your door and says that they are someone that they are not. They may claim to be selling a ticket or that they are the maintenance people, and then when they get in they pull a gun or whatever and a robbery is committed.

Mr. ROYBAL. Last week I was in Los Angeles and I talked to a senior citizen group and this matter of fear came up in conversation. It wasn't a hearing at all.

But I was told by many that they are fearful of going back to their housing project late at night and that they are more fearful of that approach, than they are of actually walking out in the street.

Then I made some remarks with regard to testimony before this subcommittee where we were told on several occasions that architects can design these housing projects to make them safer for senior citizens, and that housing projects in general at this time are not so designed. In asking for their opinion, they felt that this was something that should definitely be explored, and they pointed to various ways in which the housing projects were built that create more shadows at night.

They have to go between buildings that they shouldn't be going through because these are places where crimes have been committed in some of these housing projects in Los Angeles.

Ms. COHEN. Let me mention something that is kind of interesting.

I did an analysis of robbery victims addresses to see whether they lived in any kind of public subsidized housing. Only one victim within the Silver Spring target area lived in subsidized or any type of Federal, county, or State housing.

We have in Silver Spring, very close to the District line, a very high density population, many groups of apartments, that older people live in, which are not public housing. The county therefore has no real control over them and the streets around them.

They are very close to the District line and the streets around them are public streets, and whether they are well lit or not, it will be hard to architecturally modify these because they are not Federal public buildings.

Mr. ROYBAL. You stated it is important to organize senior citizen councils. If a council is organized within a housing project that would mean the senior citizen would not have to leave the housing project to attend these meetings. Senior citizen councils in my opinion, however, should not be just in housing projects but in various parts of the city to make it possible for others not living in housing projects to participate.

Would this procedure add more to the crime rate?

Ms. COHEN. I don't think so. We would have to hold them for the group of elderly people who do own their own homes and don't live within the geographical area where most of the apartments are located.

We would have to pick some kind of central location or central spot and hold these meetings during the daylight hours.

Mr. ROYBAL. As a social worker, I think you well understand the importance of community participation in these projects and the coalition that must be necessary between the police department and the senior citizen councils.

Do you envision a program closely allied with the police department and other crime prevention agencies as you organize citizen councils throughout the county?

Ms. COHEN. It has been done in other places in the country and very successfully. We would like to develop it—within the 3 years that we have. We would like to have a strong group of seniors who would be supporting what we do and be an adjunct to the police. Yes, sir, that is one of our goals.

Mr. ROYBAL. I ask that because many have testified that the senior citizen doesn't report crime and does not want to be associated with the police department at all. The farther away they get from it, the better.

On the other hand, we also get testimony emphasizing the importance of having contact with the police department. You are telling the subcommittee now that you feel that the senior citizen council should have contact then with the police department at all times.

Ms. COHEN. You find both types of people. I have seen people who just don't want to get involved in anything, police department or not. Then we have had a tremendous response from many other seniors who are very anxious to be part of the planning of this program and part of the implementation of our goals. I think that we have to overcome the barriers, with those people who don't want to get involved and try to include as many people as we can.

Mr. ROYBAL. It seems to me that a police department can do well not only for the image of the department but for the community if that department would appoint one or two individuals to a senior citizen program. We don't find that very often, at least in the few hearings that we have held. We haven't found that relationship.

Do you think that should be emphasized in a program of some kind?

Mr. WASSMAN. I believe that we are already doing that to a modified extent. I heard the gentleman before me mention that there were 10 or 15 senior citizens organizations already in place in Alexandria. We have 88 major senior groups. We have over 80,000—depending on whose figures you believe—up to 73,000 senior citizens living in Montgomery County.

They are a very active group of people who meet quite regularly and so, therefore, as a unit all of these groups are ready, I think, to be tapped and to be involved.

Ms. Cohen and her associate officer, Buchness, have already appeared before the major organization in Montgomery County, which is called MCASCO—Montgomery County Association of Senior Citizens Organization—which is composed of representatives from all 88 senior citizen groups. We meet once a month. We have delivered a senior citizens package to them and alerted them to this particular unit.

There is a very active commission on aging in Montgomery County which is quite concerned about the productivity and the success of this effort. So I think we have the units ready made to become involved.

Mr. ROYBAL. A council interests me considerably because, first of all, it provides an avenue for the senior citizen. He participates. But if he is just going to be dealing with the police department talking about the problems of senior citizens, he is going to drop out.

What techniques are you developing to maintain the interest of the senior citizen in these councils?

Ms. COHEN. We are employing them as volunteers. We can't be every place. We are only two people obviously, and we need to train them on how to do security checks, and neighborhood watches and to give us reports on what is happening in their neighborhoods. We need them to get to the people within their neighborhood who aren't receptive to us.

Maybe they will be more receptive to their neighbors.

We are going to use our volunteers to help us with engraving. I don't know if you are familiar with the Operation Identification program, but valuables that are subject to theft would be marked with a number that an individual could be identified with and a decal on the door saying that that person participates in this program.

It is a very noisy little engraver that you have to use to mark your valuables and we are going to try to use some of our seniors in the neighborhood to be part of this marking process because our police officer can't be every place.

Mr. ROYBAL. If you don't involve the senior citizen in his own program, then you don't have a program.

Ms. COHEN. No; I agree with you.

Mr. ROYBAL. And you have to have full involvement. I am critical of the fact that the Government doesn't gear its program in that direction. Most of the senior citizens programs are run by young people, which they should to a great extent, but they should also have with them in copartnership someone who is a senior citizen.

Ms. COHEN. We hope to establish an advisory council. We have three people who now are working with us. When we developed an initial draft of our crime prevention educational booklet we asked them to look at it and see whether they thought it was useful. They gave us all kinds of complaints as to what their views on this particular piece of material were.

Mr. ROYBAL. When you present something like that to them do they actually take the time to review it and make recommendations?

Ms. COHEN. They drove all the way to the police station and were there for 3 or 4 hours. That to me indicates a lot of interest.

Mr. ROYBAL. It also indicates involvement.

Ms. COHEN. Yes.

Mr. ROYBAL. And this, I think, is a most important part of any program. We have been having hearings, several of them now, and this matter of involvement always comes up. I don't know how much a senior citizen should be involved in the matters of crime prevention. I do know that crime prevention techniques should be presented to senior citizens, not necessarily by the police person who is going to give the course, but they need to be made aware of certain techniques they should be doing to prevent victimization.

We are going to Los Angeles some time next month. We are going to have a seminar there for senior citizens. We hope to get the Los Angeles Police Department interested in the seminar so that the senior citizen can learn from them and they from the senior citizen.

I don't know how successful that seminar is going to be but I do feel that it is necessary that we try it. My question is, have you tried the technique in Montgomery County of having a seminar for senior citizens in full cooperation with law enforcement agencies?

Ms. COHEN. We are the law enforcement agency. We hold seminars. We have held eleven so far at various senior centers and we are now in the process of tightening up our crime prevention for seniors educational package. We are going to include in this package not only lectures in our booklet but testimonials by elderly crime victims.

We are going to do a little role playing. We are going to use seniors as actors in our little skits, demonstrating things, and we have a great movie, Senior Power. It is out of California and it is just a super movie on crime prevention using elderly actors. We found that very effective.

Mr. WASSMAN. Mr. Chairman, I believe that today, and Lieutenant Hancock can confirm this, the National Retired Teachers Association and the Association of Retired Persons, is conducting a seminar at the training academy for our police department?

Lieutenant HANCOCK. Yes, in addition to crime prevention for seniors, we also have a crime prevention section that focuses primarily on burglary. This came about as a result of a Federal grant. It also serves to get the officers involved and aware that crime resistance is of paramount importance to the police department. The crime prevention officers are being trained to treat seniors as a special group.

It is a 4 day in-service training seminar, 2 days of which the National Retired Teachers Association is devoting their services to.

Mr. ROYBAL. We hope to do a similar thing in Los Angeles but added to the seminar for police officers we would like to include senior citizens from various sections of the area. This would insure that the senior citizen goes through and witnesses the type training the police officer has to go through to fully understand the problems of senior citizens.

I feel that that is important. It is my understanding that many police chiefs don't agree with that and that is what I was trying to get from you. What are your reactions to such a program? Do you think that in the program you have now described it would be possible to include four to six senior citizens to take the same course?

Lieutenant HANCOCK. I think it would be a great idea. We have conducted seminars with civic leaders as part of this crime prevention section, not specifically geared toward seniors, but it could definitely be adapted for seniors. People have been instructed in security methods, operation identification, and have actually implemented the programs in their community, so I think that the senior citizens are a tremendous resource to the police department in these programs.

One case in point. We have a senior couple in an apartment development that consists of 2 high rises and 400 units. The husband is 79 and his wife is 81 and we explained our program to them. They had a burglary problem in this community and they took it upon themselves to implement this operation identification. They went door to door. They devoted 800 hours of their own time and the woman would

talk people into participating in the program while the husband did the engraving. They got 95 percent participation.

This senior couple got 95 percent participation of the people in the high rise.

We have sent officers out on the street to do the same thing where police officers would go door to door and the participation was terrible. They are a tremendous resource.

Mr. ROYBAL. It seems to me that the participation in a seminar or in an information session would be more successful if given by a senior citizen who has accompanied a police officer at a seminar for police officers and then goes back to the council to report to his peers the experience that he has had.

I am sure that the senior citizen would be very well prepared. He would have a police officer with him who also went through the same thing and together they could do a tremendous job. I believe that it would be a much better job than if the officer did it himself.

That is a concept that we are going to try to promote. I don't know whether we can or not.

Lieutenant HANCOCK. I think this is great but it is very important that this officer have the expertise in this area, because some police departments may find themselves giving advice in security matters that they really don't have any knowledge or expertise in. It is very necessary that the officers are trained in these areas.

Mr. ROYBAL. You stated that you are having your final report in the fall of 1976.

Ms. COHEN. The final report will be ready at the end of May. The statistical report will be available at the end of May 1976. The project year will be concluded in the fall of 1976 and we should have the crime prevention package finished by then.

Mr. ROYBAL. Will you make that available or can you make that available to the committee at that time?

Ms. COHEN. Yes, sir.

Mr. ROYBAL. Your crime prevention program will be ready when?

Ms. COHEN. In the fall.

Mr. ROYBAL. The other way around.

I would like to thank you very much for your testimony. It has been most interesting and enlightening. As you know, we are not a legislative committee, but we will make recommendations on everything we learn to a legislative committee or a member of this committee who can introduce legislation that addresses itself to solving some of these problems.

I agree with you that it is a vast problem. It is a most interesting area that you are working on. I compliment you for what you have been doing in your county and wish you every success.

Thanks again for your presence.

Ms. COHEN. Thank you.

Lieutenant HANCOCK. Thank you, Mr. Chairman.

Mr. WASSMAN. Thank you.

Mr. ROYBAL. The meeting is adjourned.

[Whereupon, at 12:05 p.m., Wednesday, April 28, 1976, the subcommittee adjourned, subject to the call of the Chair.]

## APPENDIX

PROPOSAL SUBMITTED TO LEAA  
(Cohen testimony)

VICTIM \_\_\_\_\_ DATE \_\_\_\_\_

### I. OFFENSE DATA

1. RD# \_\_\_\_\_
2. Event Code \_\_\_\_\_
3. PRA \_\_\_\_\_
4. District \_\_\_\_\_
5. Time of Occurrence \_\_\_\_\_
6. Date of Occurrence \_\_\_\_\_
7. Time of Report \_\_\_\_\_
8. Date of Report \_\_\_\_\_
9. Person Reporting  
V - Victim, R - Relative, F - Friend, X - Other
10. Offense Location  
R - Residence, N - Neighborhood, X - Other
11. Specific Offense Location  
P - Park, M - Mall, C - Church, S - Street, L - Parking Lot, B - Bank, R - Recreation Center, X - Other
12. Means Of Transport  
A - Auto, P - Public Transit, G - Government Agency Volunteer, W - Walking, X - Other, N - N/A
13. Actively Engaged in Going to or From When Victimized  
B - Bank, C - Church, E - Commercial Establishment, S - Social Event, P - Promenade, X - Other, N - N/A
14. Victim Accompaniment  
A - Alone, B - (1) Non-Elderly, C - (1+) Non-Elderly, D - (1) Elderly, E - (1+) Elderly, X - Other
15. Age of Offender  
A - Child, B - Teens, C - Adult, D - Unknown
16. Personal Injury  
V - Visible Physical Injury, O - Non-Visible Physical Injury, E - Emotional, N - None
17. Medical Treatment  
I - In-patient, O - Out-patient, N - None
18. Previously Victimized  
Y - Yes, N - No
19. Nature of Occurrence  
Event Code \_\_\_\_\_
20. Previous Occurrence Reported  
Y - Yes, N - No

### II. VICTIM PROFILE DATA

21. Date of Birth \_\_\_\_\_ Year Only
22. Sex  
M or F
23. Race  
C - Caucasian, B - Black, S - Spanish Descent, X - Other
24. Last Police Contact  
T - Telephone, I - In-person, N - None

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25. Physical Disabilities  
H - Hearing or Eyesight, D - Debilitating Illness,  
M - Mobility, C - Combination, X - Other, N - None
26. Mental Disabilities  
C - Disorientation, M - Memory Loss, D - Depression,  
P - Paranoia, C - Combination, X - Other, N - None
27. Income Level  
A - Under \$ 2000.00  
B - Under \$ 3500.00  
C - Under \$ 5000.00  
D - Under \$10000.00  
E - Over \$10000.00
28. Family Size  
A - 1, B - 2, C - 3 or more
29. Employment Status  
F - Full Time, P - Part Time, U - Unemployed, R - Retired,  
V - Volunteer, H - Housewife
30. Domicile Arrangement  
A - Apartment Non-Elderly, B - Apartment Elderly,  
C - Room Only, D - Private Dwelling, T - Transient,  
I - Institution
31. Living Arrangement  
A - Alone, R - Relative, S - Spouse, F - Friend,  
C - Collective

### III. RESPONSE TEAM CONTACT DATA

32. Referral Source  
A - Other Agency  
I - Investigating/Responding Officer  
P - Police Communications or District Station  
R - Police Records  
F - Friend/Relative  
T - Response Team Education Activities  
M - Other Media  
X - Other  
C - Previous Contact
33. Referral Date \_\_\_\_\_ Month, Day, and Year
34. Initial Contact Date \_\_\_\_\_ Month, Day
35. Victim Contact (Type) \_\_\_\_\_  
T - Telephone                      S - Social Worker  
P - Postal                            P - Police Officer  
I - Interview                        B - Both  
C - Combination  
N - None
36. Number of Victim Interviews  
A - 0, B - 1, C - 2, D - 3 or more
37. Location of Initial Victim Interview  
A - Other Agency (Not Montgomery County Police Facility)  
B - Business Establishment  
M - Medical Facility  
N - N/A

- P - Police Facility  
R - Residence  
X - Other  
Z - Refused
38. Recommendations  
A - Police Action  
B - Self Action  
C - Referral to Appropriate Source  
D - Response Team Action  
N - None
39. Did victim followup on recommendations?  
Y - Yes, N - No, U - Unknown, P - Partial
40. Response Team Followup  
Y - Yes, N - No
41. Previous knowledge of the Crime Prevention - Elderly  
Project  
A - Victimization Response Team Assistance  
P - Attended Crime Prevention for the Elderly Presentation  
F - Friends, Relatives, Media  
Z - Public Agencies  
N - Not Aware
42. Narrative  
Y - Yes, N - No

MARYLAND GOVERNOR'S COMMISSION ON LAW  
ENFORCEMENT AND THE ADMINISTRATION OF JUSTICE  
Executive Plaza One, Suite 302      Cockeysville, Md. 21030

## I. GENERAL INFORMATION

- A. PROJECT TITLE: " CRIME PREVENTION FOR THE ELDERLY "  
One Line - This will remain throughout the life of project
- B. DATE APPLICATION SUBMITTED: 3 / 19 / 75  
Month Day Year
- C. NAME OF APPLICANT: Montgomery County, Maryland  
Local Government Unit or State Agency
- D. IMPLEMENTING AGENCY: Department of Police In Association With Department of Human  
Agency Responsible for Implementing and Operating Resources  
the Project if Different from Applicant
- E. PROJECT DIRECTOR (Person in Implementing Agency Who Runs Everyday  
Affairs of Project):  
Lt. M.W. Desmond      Director, Research & Planning Div.      301-279-1587  
Name      Title      Phone No.  
60 Courthouse Square, Rockville, Maryland      20850  
Mailing Address      Zip Code
- F. FINANCIAL OFFICER (Person Responsible for Disbursements and Financial  
Records of Project):  
Albert W. Gault      Director, Department of Finance      279-1106  
Name      Title      Phone No.  
County Office Bldg. 100 Maryland Avenue, Rockville, Maryland      20850  
Mailing Address      Zip Code
- G. DESIRED START DATE: 7 / 1 / 75  
Month Day Year
- H. PROPOSED PROJECT LENGTH: (Not to Exceed 12 Months): 12 Months
- I. TOTAL COST OF PROJECT INCLUDING GRANT AMOUNT REQUESTED:  
(Must correspond to totals on Page 4.)

Federal Share	Non-Federal Share*		Total Project Cost
	State Cash	Local Cash	
73,159	2,845	5,284	81,288

Note: \*See Page 6 for explanation

## J. TYPE OF APPLICATION: (Check one)

Initial       Refunding: Past Project No. Was: \_\_\_\_\_

Insert the estimated balance of unexpended federal funds anticipated at the end of the project/period.

## K. NON-SUPPLANTING REQUIREMENTS

In accordance with the Safe Streets Act [Section 303(10)] the grantee certifies that:

- The federal funds which are distributed under the grant will not be used to take the place of (supplant) funds otherwise available for law enforcement activities (Police, Courts, and Corrections) in this jurisdiction.
- The appropriations for law enforcement for the present fiscal year are at least as great as for the preceding year plus the average annual increase for the past 2, 3, 4, or 5 years. (Number of years is at the option of the grantee.)
- IF A BLANKET CERTIFICATION HAS NOT ALREADY BEEN SUBMITTED, the following must be completed, with all federal funds excluded:
  - Appropriations for law enforcement for the preceding fiscal year \$ N/A (a)
  - Average annual increase in law enforcement appropriations for previous \_\_\_\_\_ fiscal years. \$ N/A (b)
  - Total appropriations for law enforcement for present fiscal year. (NOTE: Must be at least equal to the sum of (a) plus (b).) \$ N/A (c)
- Where the certification in 3 CANNOT be given because there is a reduced or unchanged investment, explain in detail how the reduced or unchanged commitment would have been necessitated even if federal financial support under Title I, Safe Streets Act, has not been made available, and attach explanation to this application.

## L. COMPETITIVE-BID REQUIREMENTS

If the proposed project will require competitive bids, the applicant will maintain a file to include the request for bids, document, a list of prospective bidders to whom the document is sent, and the proposal of the successful bidder, and will make the file available to the staff of the Commission upon request.

## M. SOLE SOURCE CONTRACT

If the proposed project will require a sole source contract (including operation of a Youth Service Bureau or Youth Group Home.) prior LEAA approval is required on such contracts in excess of \$2,500.00

## H. EQUAL EMPLOYMENT OPPORTUNITY CERTIFICATION:

I, \_\_\_\_\_ (person filing the application) certify that the \_\_\_\_\_ (criminal justice agency) has formulated an equal employment opportunity program in accordance with 28 CFR 42301 et seq. Subpart E, and that it is on file in the Office of \_\_\_\_\_ (location), \_\_\_\_\_ (address), \_\_\_\_\_ (title), for review or audit by officials of the cognizant state planning agency or the Law Enforcement Assistance Administration, as required by relevant laws and regulations.

## O. AGREEMENT:

This application must be signed by the Chief Elected Official of Local Government or Head of State Agency.

I approve the submission and contents of this application and I hereby agree that any grant awarded pursuant to this application will be subject to and will be administered in conformity with the conditions stated in the application.

Name: Robert T. Carty Title: Acting Chief Administrative Officer  
Signature: \_\_\_\_\_ Date: 3/14/75

NOTE: The Safe Streets Act stipulates that whoever embezzles, willfully misapplies, steals, or obtains by fraud any funds, assets or property which are the subject of a grant or contract or other form of assistance pursuant to this title, whether received directly or indirectly from the Law Enforcement Assistance Administration, shall be fined not more than \$10,000 or imprisoned for not more than five years or both. (Part H, Section 651 of the Omnibus Crime Control Bill and Safe Streets Act of 1970).

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N. I, James P. Gleason, County Executive, certify that the Montgomery County Department of Police has formulated an equal employment opportunity program in accordance with 28 CFR 42301 et seq. subpart E, and that it is on file in the Office of Personnel, County Office Building, Rockville, Maryland, for review or audit by officials of the cognizant state planning agency or the Law Enforcement Assistance Administration, as required by relevant laws and regulations.

James P. Gleason,  
County Executive

## II. PROJECT SUMMARY SECTION

## A. PROJECT SUMMARY INSTRUCTIONS:

The purpose of this page of the grant application is to provide a summary of Section III and IV; it should be completed after those sections have been completed.

## B. PROJECT NARRATIVE SUMMARY:

Provide a brief summary of Section IV of the application, not to exceed the space provided below. The summary should be condensation of points C (Statement of the Problem) through E (Objectives) of Section IV.

See 4a

## C. BUDGET SUMMARY:

The following table is to be completed utilizing the totals from the budget itemizations (Section III). Enter the totals from all expenditures categories in the applicable spaces. The grand total must correspond to Item I on Page 1.

Expenditure Category Total	Federal Share	Non-Federal Share*		Total
		State Cash	Local Cash	
A. Personnel Comp. & Benefits	49,878	0	0	49,878
B. Equipment	5,811	0	5,284	11,095
C. Consultant and Contractual Services	5,000	0	0	5,000
D. Travel	2,200	0	0	2,200
E. Consumables	500	0	0	500
F. Rental Cost	N/A	N/A	N/A	N/A
G. Other Expenses	9,770	2,845	0	12,615
GRAND TOTAL	73,159	2,845	5,284	81,288

NOTE: \*See page 6 for explanation

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## II. PROJECT SUMMARY SECTION

## B. PROJECT NARRATIVE SUMMARY

This proposal is for a pilot project aimed at improving the delivery of criminal justice services to the elderly (60 years of age and over) residing in Silver Spring, Maryland.

Operated by the Crime Prevention Unit of the Montgomery County Police Department in conjunction with the Adult Services Division of the Social Services Department, and coordinated by the Area Agency on Aging, Office of Human Resources, this project incorporates three (3) major components.

A Criminal Victimization Response Team will be developed as the organizational unit with the major responsibility to deliver these program components. The components include (1) an educational and public relations effort designed to reduce crime against the elderly, (2) a capacity for responding immediately to the victim in ways which restore the victim to a level of functioning approximating their capacity to function prior to the crime and (3) an ability to research, analyze and measure team and program effectiveness in improving the delivery of criminal justice services to the elderly.

## III. PROJECT BUDGET SECTION

## A. NAME AND TITLE AND ADDRESS OF PERSON COMPLETING THIS SECTION OF THE APPLICATION:

<u>Palmer D. Wilson, Planner, Research and Planning Division</u>	
Name	Title
<u>60 Courthouse Square, Rockville, Maryland 20850 301-279-1587</u>	
Address	Telephone No.

## B. BUDGET ITEMIZATION INSTRUCTION:

In this Section (III) of the grant application, the applicant should provide an itemization and explanation of the following categories of possible project expenditures: personnel compensation, equipment, consultant and contractual services, travel, consumables, rent and other expenses. The space provided at the bottom of each page is to be used for justification and explanation of the itemization, including extraordinary items (e.g., data used to arrive at estimates, heavy travel costs, large printing expenses, extensive clerical services, high salaries, etc.). All sources of local cash contributions must be identified and explained fully. If space provided is not sufficient for explaining items, continuation sheets must be attached, with proper identification of such attachments.

## C. NOTE ON BUDGET FOR REFUND PROJECTS:

The proposed refund budget should be related to the prior years budget. A detail explanation should be made for any increases or decreases from the approved budget applicable to the previous funding period.

## D. NOTE ON ROUNDING OFF DOLLAR FIGURES:

All figures entered in the budget section are to be rounded off to the nearest whole dollar (do not include cents).

## E. NOTE ON GRANTEE MATCHING REQUIREMENTS:

In the preparation of budgetary information, applicants should be aware of statutory matching contribution requirements. They are as follows:

1. Fifty Percent of total project costs for building and facilities construction.
2. Ten Percent of total project costs for all other types of projects.

## F. NOTE ON NON-FEDERAL SHARES:

1. Local Cash: An amendment made by Congress to the Safe Streets Act in 1973 requires that the 10% required non-federal matching share of each project funded by the Governor's Commission must be in cash (HARD MATCH).

<u>Example:</u> Total Project Cost	\$100,000
Federal Share (90%)	90,000
Non-Federal Share (10%)	10,000

In addition, the Act requires that all local government subgrantees must document Hard Match by line item budget category. The LEAA regulation is as follows: "Funds must be for the express purpose of matching LEAA funds. New funds for law enforcement purposes must be identified in local or state agency budgets or appropriations. Identification requires an earmarking in some document associated with the appropriation or budget process, which by State or local government law or practice, binds the State or local units to use the funds for LEAA purposes, or permits such uses, and the funds are actually provided for such purposes. Cash contributions from other sources are also an appropriate source."

2. State Cash: As also provided in the 1973 amendments, the State must contribute in cash a portion of the total project cost for local-level projects. At this time the Governor's Commission anticipates that it will be in a position to provide the equivalent of 3.5% of the total dollar cost of each local project on a strict 90/10 ratio in 1974. Any amount provided to the locality under this provision can be used to meet the Hard Match requirement.

<u>Example:</u> Total Project Cost	\$100,000
Federal Share (90%)	90,000
Non-Federal Share (10%)	10,000

The anticipated State Buy-In would be:  
3.5% of the total project cost (\$100,000)  
= \$ 3,500

This \$3,500 would be applied against the Hard Match requirement. The remainder of the \$10,000 Hard Match (\$6,500) must be provided by the localities in cash.

<u>Example:</u> Total Project Cost	\$100,000
Federal Share (90%)	90,000
State Cash (3.5%)	3,500
Local Cash (6.5%)	6,500



Subgrantees must maintain separate accountability for those budget items funded by State buy-in funds.

Note: All examples reflect funding on a strict 90/10 ratio. Computation will differ when:

1. Project is over-matched
  2. Project contains construction federally funded on a 50/50 ratio.
  3. Refunded project containing salary increases that must be matched on a 50/50 ratio.
3. Minimum Match: Subgrantees will only be responsible for the minimum matching requirement representing 10% of the total project cost predicted on a strict 90/10 ratio. The project budget, therefore, should be written eliminating any over-match.

#### G. DEFINITION OF PROJECT COMMENCEMENT DATE:

Date when the project actually begins to spend funds (either federal or non-federal) or first incurs an obligation to spend funds at a later date. This date cannot be more than 90 days after grant is awarded without Commission approval.

#### CATEGORY A - PERSONNEL COMPENSATION, SOCIAL SECURITY AND FRINGE BENEFITS

List each position by title, giving annual salary and the percent of time to be spent on the project. Funds requested must reflect the percentage of time spent on the project. Time and attendance records must be maintained for all personnel involved in the project.

Job Title & No. of Positions	Annual Salary	% of Time	Federal Share	Non-Federal Share		Total
				State Cash	Local Cash	
Police Corporal	17,955	100	17,955			17,955
Social Worker II	13,111	100	13,111			13,111
Admin. Aide I	7,965	100	7,965			7,965
+ 5% overtime	1,553		1,553			1,553
Police Officer/Social Worker Only)						
Sub-Total			40,584			40,584
* Soc. Security and Fringe Benefits			9,294			9,294
Total Personnel Compensation			49,878			49,878

NOTE: \*See Page 6

Justification and Explanation of above: Justification - Category A. The Police Corporal and the Social Worker II will coordinate their efforts in the formation of The Criminal Victimization of the Elderly Response Team.

An Administrative Aide will be assigned to the Department of Social Services and will be responsible to the team members. The aide is necessary to accommodate the work load which will be generated.

A request for overtime is being made to allow for the response of the team during non-working hours. This should be viewed as a necessary, though irregular program component.

\* Social Security and Fringe Benefits based upon 22.9% of total salaries and wages. Sub-categories are: FICA - 5.3%

Workmans Comp. - 1.5%

Insurance - 6.0%

Retirement - 10.1%

## CATEGORY B - EQUIPMENT (PURCHASE, LEASE OR RENTAL)

List separately the items of equipment for which funds are requested. The cost for each item should include taxes, delivery, installation and similar related charges, with trade-ins and discounts deducted. Inventory records must be maintained for equipment that is acquired. Acquisition of electronic data processing equipment must be approved by LEAA. In addition, competitive bidding procedures are required unless waived. If a waiver of the competitive bidding requirement is requested, indicate reasons for the request.

Item	Cost Per Unit	Qty.	COST BREAK-DOWN			Total
			Federal Share	Non-Federal Share*		
				State Cash	Local Cash	
Equipped Marked Police Vehicle	4800	1	4800			4800
Lights and Siren	395	1	395			395
Mobile Radio	1000	1			1000	1000
Portable Radio w/Charg.	1000	1			1000	1000
Desk, Exec.	200	2	400			400
Desk, Sec.	285	1	90		195	285
Chair, Exec. swivel	90	2	26		154	180
Chair, Sec.	75	1	50		25	75
			SEE PAGE 9-A			

NOTE: \*See Page 6

Justification and Explanation of Above: SEE PAGE 9-A

Item	Cost Per Unit	Qty.	COST BREAK-DOWN			Total
			Federal Share	Non-Federal Share*		
				State Cash	Local Cash	
Typewriter, Electric	650	1			650	650
Dictaphone	460	1			460	460
Uniform & Equipment	900	1			900	900
Slide Projector w/ sych. tape unit	500	1			500	500
Projector Screen	50	1	50			50
Portable display table	100	1			100	100
Rear projector screen	100	1			100	100
Filing Cabinets	100	2			200	200
TOTALS			5811	0	5284	11,095

## JUSTIFICATION AND EXPLANATION OF ABOVE:

- The police cruiser is required for the routine performance of the job. It is also expected that the officer may, on occasion, be responding during off-duty hours, hence it is requested that the vehicle be used as a take home car. Additionally, the philosophy of crime prevention is enhanced by increased visibility.
- Included in all police cruisers as standard equipment are the following: Lights and siren  
Mobile radio
- Portable Radio with Charger enables the officer to maintain operational communications while outside the police vehicle.
- The executive style desks and chairs for the officer and social worker are necessary to accommodate the program's paper work, reports and special projects which require a specified work area. The electric typewriter, secretarial desk and one swivel chair will be utilized by the Administrative Aide (Secretary) indicated in the personnel chart of the grant.  
  
The social worker, in the preparation of case summaries and reports, will be greatly facilitated through the use of the dictaphone.
- Uniforms and Equipment: The Department of Police has a specified initial issuance for each new officer. As one new officer will be hired to replace the Corporal assigned to the Crime Prevention Division, a complete issue will be necessary. The \$900 in-

-9a-

cluded includes items such as clothes, manuals, leather equipment, sidearms, shoes, emblems, etc. A specific listing is available from the Supply and Maintenance Division, Department of Police.

- 35mm slide projector with synchronized tape unit, projection screen, rear projection screen, and a portable display table will be utilized in conjunction with the prevention role of the division in presentations to community groups. The tape synchronized slide projection has proven to be a valuable asset to the existing Crime Prevention Division in communicating situational offenses and prevention techniques. The rear projection screen enables the presentation of programs in an outside setting, in daylight, therefore providing additional flexibility for shopping center presentations. The display table will accommodate information and materials attendant to exhibits.
- The filing cabinets are necessary for proper organization and filing of the team's paper work.

## CATEGORY C - CONSULTANT AND CONTRACTUAL SERVICES

For each contract to be let, enter the nature of the services to be provided and the basis for computing the amount to be paid. Detail below the selection basis to be utilized for the contract(s) proposed. The minimum requirements in respect to bidding practices and procedures are detailed in Section XI of the Guide for Grant Administration. Contracts in excess of \$2,500 must have prior Commission approval, in addition, justification must be submitted for all source procurements in excess of \$2,500.00.

Description	COST BREAK-DOWN			
	Federal Share	Non-Federal Share*		Total
		State Cash	Local Cash	
Escort Services, Mont. Cty. Mental Health Association	2500			2500
Evaluation Consultant	2500			2500
TOTALS	5000	0	0	5000

NOTE: \*See Page 6

Justification and Explanation of Above: For \$2500 The Mental Health Association of Montgomery County will provide the administration and personnel necessary to design a program involving the recruitment and screening of community youth (aged 16 through 20) to provide an escort service to screened, requesting seniors. Escort services will include trips to banks, shopping facilities, physicians, or for a leisurely stroll.

The expertise of a statistical and research consultant will be an invaluable asset in the development of the survey and evaluation instruments, due to the complexity of their nature. The monies requested above should adequately allow for the contracting of the services of such a consultant.

## CATEGORY D - TRAVEL

Expenses for travel may include mileage, subsistence, lodging and other transportation expenses. Mileage reimbursement shall be on an actual and reasonable basis, supported by detailed travel vouchers and consistent with applicant's agency travel regulations.

No. of Persons, Rate for Mile, Subsistence, Et.c	Federal Share	COST BREAK-DOWN		Total
		State Cash	Local Cash	
Crime Prevention Inst., Louisville, Ky.	850			850
Social Worker Trg.	850			850
Other Training And Conferences	500			500
TOTAL TRAVEL	2200			2200

NOTE: \*See Page 6

Justification and Explanation of Above: The career speciality of the proposed assignment demands that those persons responsible for its operation be highly trained and knowledgeable in the designated area. It is recommended that both the officer and the social worker be exposed to the philosophies of crime prevention and to the problems of the elderly (generally, and specifically, with regard to crime victimization)

The officer will attend the National Crime Prevention Institute, located in Louisville, Kentucky, for a duration of two weeks. Included within the curriculum of the institute are the following: physical environment and prevention, responsibility for crime prevention, community planning theories, crime prevention campaigns and public exhibitions, etc. The officer will then be responsible for orienting the social worker to the acquired philosophies.

The social worker, and the officer alike, will participate in a series of seminars to be conducted by the American University Center for the Administration of Justice. The exact course content will be formulated to meet the needs of the response team in their efforts to deal most effectively with the victim.

Additional monies are requested for seminars to be held in the metro area which are at this time undetermined.

## CATEGORY E - CONSUMABLE SUPPLIES (Paper, Pencils, Postage, Etc.)

The cost of each of these types of items should be listed separately. Small office items with an initial purchase price of less than \$25.00 may be included in this section rather than in Category B.

Type of Consumable	COST BREAK-DOWN			Total
	Federal Share	Non-Federal Share*		
		State Cash	Local Cash	
Office Supplies	300			300
Xerox Reproduction	200			200
TOTAL CONSUMABLE SUPPLIES	500			500

NOTE: \*See page 6

Justification and Explanation of Above: Office Supplies: Expendable office supplies such as paper, pens, pencils, maps, map tacks, stencils, tape typewriter ribbons, etc. which are necessary for daily operation.

Xerox reproduction allowances have been made to cover the costs of photocopying.

## CATEGORY F - RENTAL SPACE COSTS

If the office or other space is to be rented, indicate the number of square feet and the rate per square foot.

Description (Including Rate per Sq. Foot)	COST BREAK-DOWN			Total
	Federal Share	Non-Federal Share*		
		State Cash	Local Cash	
N/A				
TOTAL RENTAL				

NOTE: \*See page 6

Justification and Explanation of Above:

## CATEGORY C - OTHER EXPENSES

Other anticipated items of expenditure which were not included in other expenditure categories, such as telephone service, maintenance service, photocopying, books and periodicals, etc., should be listed.

Item (Including Telephone)	COST BREAK-DOWN			Total
	Federal Share	Non-Federal Share		
		State Cash	Local Cash	
Films, Slide Shows and Raw Film				
for preparing shows		750		750
Telephone Service		525		525
Art work and Layouts	1000			1000
Printing And Duplicate of Broshures	7000			7000
Milage: Police Vehicle	1100			1100
Milage: Motor pool		1100		1100
Clothing Allowance	210			210
Laundry Expenses	120	70		200
Books and Reference documents		100		100
TOTAL OTHER EXPENSES	9770	2845	0	12,615

NOTE: \*See Page 6

Justification and Explanation of Above:

- The response team in the presentation of crime prevention information, will purchase some films and slide shows and will themselves produce other films and slides to lend localization to the presentation.
- Telephone Service will be required by the Social Worker and the officer for the purpose of scheduling lectures and presentations as well as receiving and communicating information concerning victimized elders.
- Art Work and Lavouts: Monies will be utilized in the design and layout of anti-victimization brochures, informational pamphlets concerning the mobile bank project and the escort services program, and other projects as determined by the Division Director. Funds may be expended in-house or through commercial sources.
- Brochures, Handouts, etc.: These costs cover actual printing of materials indicated above.
- Vehicle Mileage: Above amount extracts as follows:  
 Police Officer - 1 vehicle @ 11¢ per mile x 10,000 miles per year = \$1100  
 Social Worker - Motor pool vehicle @ 11¢ per mile x 10,000 miles per year = \$1100

- The nature of the officer's work does not require that standard uniform dress be worn at all times. Therefore, a clothing allowance as stated above is requested.
- The Montgomery County Department of Police provides for the cleaning of officer uniforms; therefore, it is necessary to budget for this expense within the grant application.
- The response team members of the program of "Crime Prevention For The Elderly" will be heavily involved in research, analysis and materials development. It will be essential to acquire pertinent and factual books and documents germane to overall program enhancement.

## IV. PROJECT NARRATIVE SECTION

## A. NAME AND TITLE AND ADDRESS OF PERSON COMPLETING THIS SECTION OF GRANT APPLICATION:

Deborah L. Fine	Research Assistant, Montgomery Co. Dept. of Police
Donald L. Wagmann	Director, Area Agency on Aging, Office of Human Resources
Montg. Co. Dept. of Police, Research and Planning Division-60 Courthouse Sq. Rock., Md. 20850	301-279-1512
301 East Jefferson St., Rockville, Maryland 20850	301-279-1512
Address	Phone No.

## B. PROJECT NARRATIVE INSTRUCTIONS:

Provide a description of the project, encompassing the six points (C-H) outlined below, using as many pages as may be needed to complete the description. The pages should be letter size (8-1/2 x 11 inches), not legal size (this will facilitate photocopying). Number the pages and attach to this application.

## C. STATEMENT OF THE PROBLEM:

Describe the problem which the proposed project will attempt to solve. The description should include quantitative information (statistical data, information from special studies, etc.) and other materials which substantiate the nature, extent and severity of the problem, including the following, where applicable and needed: Data on overall and specific crime and delinquency patterns in the project's area of concern, and/or data on the deficiencies or difficulties of the organization or segment of the criminal justice system in the project's area of concern.

## D. METHODS AND RESOURCES TO BE UTILIZED (Cover each of the following items separately):

- Methods.** Indicate how the project will be executed, including a description of the various stages or steps of the project, how the work will be organized, and the manner in which responsibility will be assigned.
- Project Work Plan Schedule.** In chronological order, list the key steps (major activities, decisions, reports and other major events) planned for the life/or up-coming year of the project. Indicate the month each step is expected to be completed. A sample hypothetical work plan schedule is included in Appendix A, page 18.
- Qualifications and Facilities of Non-Public Implementing Agencies.** Indicate past experience and achievements which qualify the organization to conduct the project. (Public agencies which will implement the project are not required to respond.)
- Present and Proposed Staff.** List the names and provide short biographical sketches of the project director, financial officer, and

other professional staff members and key consultants. In each sketch, specify: (a) the person's position in the project; (b) educational background, including degrees, institutions granting, and years; (c) past employment and experience; and (d) past publications or other professional recognition. If the project involves use of grant funds to hire additional staff personnel (other than secretarial and clerical), for each staff position, specify job requirements (experience, education, and other background) and include a short job description.

5. Staff Organization Structure. Describe the present and proposed organization of the project staff, and include a project organization chart if applicable.5. Cooperating or Participating Agencies. List all agencies who will participate in the execution of the project, or whose cooperation or support is necessary to its success. Indicate their role in the project and furnish evidence of the support such agencies will provide (e.g., letters by authorized officials). Any evidence offered must describe the exact nature of the commitment and support that will be supplied.

## E. OBJECTIVES OF THE PROJECT:

On an objective-by-objective basis, starting with "Objective A." "Objective B.", etc., indicate the objectives of the project (i.e., the things which are expected to be accomplished by the operation of the project). Each objective should be stated in a manner which will facilitate objective verification of accomplishment. Appendix B, page 19, of this application form may be consulted as a guide for specifying objectives. The appendix contains specific guidelines for judging their quality.

## F. MEASURES OF EFFECTIVENESS:

For each of the objectives listed in response to point E above, define one or more "yardsticks" (or criteria) to be used in measuring success in accomplishing each objective. Each measure should help to verify accomplishment. Try to minimize use of measures that are subjective or qualitative in nature (i.e., opinions, reactions, etc.). For help in specifying such measures, Appendix C, page 20, may be consulted. The four points can serve as guidelines for judging the quality of the measures that are formulated.

## G. EVALUATION OF THE PROJECT:

Indicate the resources that the project will have available for evaluating the success of the project (i.e., internal staff member,

personnel in the implementing agency, consultants to supply evaluation services, etc.) and, if known, describe their general approach to be taken in evaluation the project. A detailed evaluation procedure or plan does not have to be submitted with this application. However, should the application be approved, the grantee must, as a condition of the grant, consult with the Commission's staff in order to design an acceptable evaluation method.

Person Responsible for Evaluation. In the space provided, indicate the name, title, address and telephone number of the person who will be responsible for evaluating the project:

	Director, Area Agency on Aging
<u>Donald L. Wassmann</u>	<u>Office of Human Resources</u>
Name	Title
<u>301 E. Jefferson St., Rockville, Md.</u>	<u>(301) 279-1512</u>
Address	Phone No.

#### H. CONTINUATION:

In accordance with Section 303(8) of the Safe Streets Act, indicate what projects exist for continued financing of the project or the ideas, methods, and techniques it seeks to advance after federal support is terminated. Indicate planned future sources of funding.

#### I. REQUIREMENT FOR REFUND PROJECTS:

A narrative covering the past ten months of project activity is required for applications requesting second or third year of LEAA assistance. The points that should be covered are outlined in Appendix D of this application.

#### C. Statement of Problem

The Maryland Governor's Commission on Law Enforcement and the Administration of Justice is making available Federal funds to a designated county specifically for the development of a pilot program aimed at improving the delivery of criminal justice services to the elderly citizens of that county.

The United States is today confronted with a truly unique situation in that for the first time in its history it is experiencing a continuing and steady rise in the rate of growth in its population aged 60 years and over. This phenomenon is occurring in conjunction with a precipitous decrease in the birth rate. The over 60 population on a national scale is estimated to be currently 30,000,000.

Montgomery County's over 60 population is currently estimated to be 65,000 which represents over 11% of the total population. During the past two decades the elderly population in Montgomery County has increased at a higher rate than any other of the 23 governmental jurisdictions in the State of Maryland. Projections indicate that by 1979, there will be 92,000 persons over 60 years of age. This represents a 41% increase over the next five years. (It is further estimated from analysis of 1970 census data that between 4,000-5,000 persons over 60 live in four census tracts within the prime target area of our concern.) This rate of increase indicates that the current 14,500 elderly now residing in the Silver Spring Planning Area will reach 20,500 by 1979, and rise to 14.3% of the total population. For additional detail, consult Appendix F.

The prevalence of actual crime creates the fear of potential crime among the elderly. (Studies indicate that at least 85% of the elderly believe they personally will be a victim of a crime, as compared to a 65% fear factor among the general population). The presence of the fear factor manifests itself in modes of behavior which are detrimental both socially and psychologically. Avoidance behavior initiates a pattern commencing with withdrawal from socially beneficial activities into increasing isolation and diminished community involvement. Isolation creates its accompanying detrimental habits with respect to inappropriate nutritional intake and creating a potential health problem. In turn, potential psychological damage may occur in reduced feelings of selfworth, in negative feelings about self and capacity of the community to care or respond. (See D6 Cooperating Agencies - Catholic University of America).

Paradoxically, in juxtaposition to the potential modes of behavior described above, there are many elderly who are victims of crime due to their lack of awareness which can and does lead to a sense of false personal security.

#### C. Statement of the Problem (Continued)

The general attitudes mentioned above create a lack of confidence in community response and especially the law enforcement bodies. It has been ascertained that a large percentage of crimes against the elderly go unreported, perhaps as many as 50%. The failure to report crimes (upon the elderly) is attributed to the individuals feelings of entrapment, (can't escape from their environment) and a fear of reprisal from the accused or associates. Additionally, one often expressed reason for non-reporting is the feeling that the "police can't do anything anyway!"

Significant also is the feeling of personal embarrassment which stems from a belief that they are somehow responsible for what has occurred to them.

D. METHODS AND RESOURCES TO BE UTILIZED

1. Methods

There exists within the Montgomery County Department of Police a Crime Prevention Division (see Appendix A) which operates within a carefully selected and very specific target area (Silver Spring, Maryland). The Crime Prevention Division will be expanded by one officer (rank of Corporal) with a specific responsibility for elderly victims of crime. Augmenting and supporting this officer will be a social worker (Level II), assigned to the Department of Social Services, Adult Services Division, responsible to work in coordination with, and as a complement to, the individual officer and the Montgomery County Department of Police. The two will together form a team to be known as the Criminal Victimization of the Elderly Response Team.

The officer will be selected from the rank of Corporal (base pay - \$17,955) based upon his/her past police performance, interest in working with the particular segment of the population (the elderly), as well as his/her demonstrated aptitude for the assignment at hand. This position will be filled when a replacement officer(s) has completed initial academy training. Direct supervision for the officer will be provided by the Division Director.

An important aspect of this program will involve specialized training for the officer. The training aspect will be carried out in several phases as the program becomes operational. The officer will be sent to the National Crime Prevention Institute at the University of Louisville, Louisville, Kentucky, for basic crime prevention training. The Institute's basic crime prevention course for police officers is of two weeks duration and is designed to give its participants in-depth comprehension of the complete realm of crime prevention methods. The educational program provides for an introduction to the philosophies and techniques of crime prevention. Classroom presentations are made by both the NCPI faculty, staff, and specially invited experts.

The NCPI has adapted the successful British approach to crime prevention. Crime prevention is the anticipation, the recognition and the initiation of some action to remove or to reduce it. NCPI emphasizes the need to change the physical environment through the use of locks, alarms, and community planning, thereby making the commission of a crime a more difficult task for the potential criminal.

NCPI has been established to impress upon law enforcers, and the general public as well, that crime is an individual and community responsibility, and the police should be available to assist the community with its security problems. With proper instruction on their uses, security devices can help eliminate a great deal of the crime committed by those who are simply tempted by an easy mark.

Upon completion of the two week course, an officer is expected to have grasped enough information to:

1. Understand the principles of crime prevention;
2. Be familiar with current theories of community planning;
3. Have obtained the basic skills required to conduct a premises survey and make valid recommendations regarding security devices;
4. Be able to present a practical explanation of "risk management" to departmental personnel and the general public;
5. Develop skills required for the evaluation of security hardware and services offered in the community;
6. Be familiar with the development of municipal security codes;
7. Be familiar with proven methods of staging public exhibitions and advertising campaigns relating to crime prevention;
8. Understand the basic problems of public and private crime insurance;
9. Gain an understanding of architectural design and its importance to crime prevention; and
10. Improve his ability to implement a crime prevention section in his department and to generate departmental wide enthusiasm for crime prevention.

Phase II of the training program will be designed to familiarize the officer with and increase his awareness of the personal, social, and health characteristics of the elderly. Such training will be delivered by the Social Services Department and Health Department of Montgomery County. The officer will also take advantage of seminars which are sponsored by the American Association of Retired Persons and the National Retired Teachers Association. He



will acquire additional training in victimology and heightened awareness of the personal, social and health characteristics of the elderly at special seminars conducted by the Administration of Justice, American University.

Additionally, the officer will be provided a take home vehicle, fully equipped and marked, assigned to him for both his professional and personal use. It is felt that the presence of a police vehicle is in itself a crime deterrent. On occasion, the officer may be asked to respond to a call involving a victimized elderly person during off-duty hours.

The Department of Social Services will select an individual for the position of Social Worker II (Grade 20, base pay \$13,111). The individual will possess a Master's Degree in Social Work and will have two years of applicable experience in a recognized Social Work agency. Direct supervision of the Social Worker will emanate from a Social Worker III, Adult Services Division of the Social Services Department.

Training for the Social Worker will consist of an orientation to the Montgomery County Police Department, a very general overview of the philosophy of crime prevention, seminar work at the American University (College of Public Affairs, Center for the Administration of Justice). Further, initial discussions with departmental leaders of the American University's Criminal Justice Center have indicated a desire on their part to design an independent study curriculum for the Social Worker II which will enhance this persons professional capacity in responding to elderly victims of crime. The independent study curriculum will not allow for the earnings of University credits on the undergraduate, graduate or doctoral levels. In addition, the social worker assigned to this team effort will avail him/herself of opportunities for training as they are offered in the Metropolitan Area by the Crime Prevention Section of the American Association of Retired Persons or other recognized groups offering relevant information and training.

An Administrative Aide I (Grade 9, Step A) (\$7965 excluding fringe) will be assigned to the Adult Services Division of the Department of Social Services as the secretarial support for the Social Worker and Police Officer.

#### Program Development

The attainment of the stated objectives for a program of crime prevention for the elderly, as well as the implementation of the program will be accomplished through the

conduct of three major components, research, education and a capacity for an immediate and effective response to the elderly victim. All components will be fully developed and executed by the response team members; the police officer and the social worker.

The research component will be concerned with the collection of data; the analysis of that data, along with the structuring of a comparative analysis system and the development of survey instruments. The various stages of the program's research component would appear as follows:

1. Analysis of existing educational materials on victimology studies. Determine applicability to County target area.
2. Determine offense characteristics as they pertain to:
  - a. Type of crime.
  - b. Location of crime.
  - c. Time of occurrence  
(1) day (2) Month (3) Season (4) Time of day
  - d. Frequency distribution - by type; by time of occurrence.
3. Design a comparative analysis system which will permit a comparison of criminal activity at program commencement with program year end. This will be used to measure performance, to analyze program assumptions and program justifications.
4. Design a survey instrument permitting a comparison between:
  - a. The level of fear among target population at beginning of program and level of fear at program end.
  - b. Rate of reported crimes (assuming a national average) at beginning of program compared to rate of reported crimes at conclusion of program's first year.
5. Design survey for use with groups selected for educational lectures to determine their awareness of methods of personal security. Develop system for checking retention of material at a later return.

NOTE: The development of sophisticated survey instruments may require the use of skilled consultants. For this important component of the project \$2,500 is requested.

Perhaps the most effective means of preventing the commission of crime upon the elderly is to educate these persons in

the methods most efficient and reasonable for discouraging the possibility of being offended. In essence, what is to be done is to remove the elderly person from the potentially dangerous situation through his or her own recognition of the existence of possible hazards.

Education is to be used to increase the awareness and to raise the level of consciousness of the elderly population with respect to their susceptibility to crime and their security, both of the physical body and the domicile. It is not the intent to increase the fears of these individuals, but is instead to provide factual information and thereby illustrate a realistic picture with the hope of also providing a comparable method of coping with and combating that which is realized.

In acknowledging the many disabilities of the older person, the program's educational component must utilize a combination of various techniques for the dissemination of information. The educational plan will consist of the following:

#### Educational Component:

Following detailed analysis of existing victimology materials:

1. Determine which is or is not appropriate for an urban based crime response team for use in its community educational process.
2. A combination of educational techniques will be utilized for the best possible dissemination of information. Involved will be an awareness and sensitivity to the visual and hearing disabilities associated with the aging process. Not overlooked will be an awareness of attention span.
3. Development of an educational campaign and package - to increase awareness and raise security consciousness among the target population and the community in which they live.
  - a. Design, purchase or otherwise acquire brochures.
  - b. Design, purchase or otherwise acquire films or film strips or slides for public presentation.
  - c. Development of lecture series.
  - d. Scheduling of presentation to cover major segments of groups or clubs in target area.
  - e. Conduct training seminars for Resident-Managers of complexes, housing developments, apartments, etc. and security personnel. Seminars will include instruction

and information on making facilities more secure and increasing their effectiveness in responding to victims needs.

#### Response Component:

Unique to this proposal, and augmenting the value of the education and research components, will be the well developed capacity of the Response Team to deal immediately to the elderly victim's needs.

Depending upon the nature of the crime and its degree of personal violence upon the victim, needs may vary from loss of cash, credit cards, medicare/medicaid cards to injuries requiring immediate medical attention, disorientation and or trauma requiring counseling by a trained social worker, psychologist or psychiatrist. Loss of cash, while not representing what many would consider a significant loss, may induce significant anguish to the elderly who, living on a fixed income, has carefully budgeted his/her minimum income. Loss of cash may conceivably mean late rent payments, threat of loss of utilities, the delay of purchasing essential medicine and drugs, and the inability to purchase foods to maintain their physical well being at a healthy nutritional level.

The Response Team and especially the social worker will be highly trained and skilled to make careful and accurate assessment of needs and each member of the team will be knowledgeable in the many public and private resources available with which to link the victim as an essential phase of the response and restoration effort.

The mechanisms, systems and coordinating linkages designed to bring the Response Team to the assistance of the elderly victim as quickly as possible will be structured, tested, and polished in the initial stages of program development. The Response Team will be responsible for the development of an immediate response mechanism which shall include a structure for responding on off-duty hours.

#### 2. Project Work Plan Schedule

See Appendix B.

#### 3. Qualifications and Facilities of Non-Public Implementing Agencies

N/A

4. Proposed Staff

In the formation of the Victimization of the Elderly Response Team the Montgomery County Government will establish the following positions:

Police Officer with the rank of Corporal at the Grade 18 level (\$17,955 annually)

Position Qualifications

1. Graduation from high school. A Bachelor's degree in the area of psychology, sociology or the humanities is desired but not required.
2. Selection will be based upon the officer's past police performance, his or her interest in working with the elderly, as well as his or her demonstrated aptitude for the assignment at hand.

Social Worker at the second level of performance, Grade 20 level (base pay \$13,111 annually).

Position Qualifications

1. Graduation from an accredited college or university with a Master's degree in social work.
2. Two years of applicable experience in a recognized social work agency.
3. Education or experience in research and statistical analysis required.

Present StaffProject Director:

Name: Lieutenant Michael W. Desmond DCB: 12-9-38  
Director, Research and Planning Division

Education:

BA; American University, Government, 1967  
12 hours; graduate study; American University,  
Administration of Justice

Experience:

14 years, Police Service, Montgomery County Police  
Director, Research and Planning Division; 1967 - Present

Financial Officer:

Name: Albert W. Gault DOB: 4-15-27  
Director, Department of Finance

Education:

BS; University of Bridgeport; Business Administration,  
(Accounting), 1951

Experience:

Director, Department of Finance, Prince George's  
County, Maryland; 4 years

Director, Department of Finance, City of Rockville,  
Maryland; 10 years

Social Services Department Project Coordinator:

Name: Ann Bishop DOB: 6-13-39  
Chief, Division of Adult & Family Services, ACSW

Education:

BA; Lake Erie College; Sociology, 1961  
MSW, Tulane University, 1968

Experience:

Social Worker 1961-66  
 Supervisor - Family 1968-73  
 Supervisor - Protective Services 1973-74  
 Division Chief - Present

Intra-departmental Coordinator:

Name: Donald L. Wassmann DOB: 8-10-27  
 Director, Area Agency on Aging, Office of  
 Human Resources

Education:

BA; Western Maryland College, Economics, 1952  
 BD; Tufts University Graduate School, 1963

Experience:

Supervisory and Industrial Engineering, DuPont Company,  
 10 years  
 Unitarian Minister, 10 years  
 Institutional and Social Planner, Housc Company, 1 year  
 Director of Area Agency on Aging, 2 years, Present

5. Staff Organization Structure:

The project Director, Division of Research and Planning of the Montgomery County Department of Police and the Chief, Division of Adult Services of the Department of Social Services will be responsible for project coordination and for developing and insuring the most efficient structure for meeting the project objectives.

The Director, Area Agency on Aging will assist in the inter-departmental coordination effort and shall be responsible for the overall program evaluation.

The police officer, a Victimization of the Elderly response team member, will be assigned to the Crime Prevention Division. The officer's role will be to enhance the already ongoing efforts of the Crime Prevention Division. Primary responsibility will be to develop the necessary expertise for dealing specifically with

elderly victims of crime as well as large groups of older citizens. Supervision for this officer will be the ultimate responsibility of the Director, Crime Prevention Division.

The Social Worker, as the corresponding response team member, shall be positioned within the Adult Services Section of the Department of Social Services. Primary responsibilities will include research and analysis of crime data as well as needs assessment of crime victims and making the appropriate referrals. Supervision for the social worker will be the ultimate responsibility of the Director, Adult Services Division.

The Staff of the Research and Planning Division of the Montgomery County Department of Police will provide support to the officer and social worker for the interpretation of data and the development of educational materials.

The information specialist (for the elderly) of the Office of Human Resources will also lend assistance in the development of training materials and in the implementation of the public relations campaign.

Organizational Charts

See Appendices C and D (Organizational Charts of the Montgomery County Department of Social Services).

D. METHODS AND RESOURCES TO BE UTILIZED6. Cooperating and Participating Agencies

The Montgomery County Area Agency on Aging, Office of Human Resources, has been designated by Federal and State Regulations as the focal point within Montgomery County for the development of a comprehensive service delivery system for the elderly. The Agency is the designated planning body with responsibility for the coordination of programs (both public and private) to ensure the maximum efficiency in the delivery of service.

The Area Agency on Aging of the Office of Human Resources is the Applicant for this DEA Award. Since Federal regulations prohibit the Area Agency from operating programs, this proposed project, designed to deliver an improved criminal justice system to the elderly, will be implemented by the Montgomery County Police Department and in coordination with the Social Service Department, Division of Adult Services. Coordination will be provided by the Area Agency as needed.

The Area Agency on Aging of the Office of Human Resources, as the applicant agency, will be responsible for the administration of funds, seeing to the appropriate disbursement to operating agencies, and design of the evaluation procedure and plans. Such evaluation procedures and plans will be in consultation with the Governor's Crime Commission Staff and others as required.

The Montgomery County Department of Police, Research and Planning Division, will be responsible for program direction and implementation, developing a structure for objective attainment, data analysis and the development of educational materials. Additionally, the department's Crime Prevention Division will be responsible for the hiring, supervision and training of the police officer who will participate as a response team member. The Social Worker's orientation to the Police Department and to the basic philosophy of crime prevention will also be the charge of the Crime Prevention Division.

The Division of Adult Services of the Department of Social Services will be responsible for the recruitment, hiring, placement, supervision and training of the Social Worker II who will function as an integral part of the Criminal Victimization of the Elderly Response Team. Additionally, the Adult Services Division of the Social Services Department will recruit, hire, train and supervise the Administrative Aide I who will provide the necessary secretarial support for the response team.

The Division of Adult Services of the Montgomery County Health Department will provide medical back-up relating to needs assessment involving physician and/or nursing assistance, (mental or physical).

Community Home Care Section personnel of the Adult Services Division of the Montgomery County Health Department will participate with supervisory personnel of the Adult Services Division of Social Services Department to devise and structure a cooperative and coordinated response to an elderly victim's needs.

The Youth Services Section of the Office of Human Resources will provide assistance and guidance in planning and developing in cooperation with the Montgomery County Mental Health Association, an Escort Service for the Elderly.

For \$2,500, the Mental Health Association of Montgomery County will provide the administration and personnel necessary to design a program involving the recruitment and screening of community youth (16 through 20 years of age) to provide 3-5 hours per week of escort service to screened, requesting seniors. Escort service to be provided and supervised by the Montgomery County Mental Health Association will include trips to banks, shopping facilities, physicians, or for a leisurely stroll. Contract with scope of service will be required and performance monitored by the Youth Services Section of the Office of Human Resources.

The Information Specialist for the elderly in the Office of Human Resources will provide guidance and assistance in developing a public information campaign designed to raise the level of awareness of the elderly and the community of the project's existence and disseminate information to the elderly and the community designed to reduce crime through citizens' increased knowledge. This specialist will coordinate and cooperate with the Police Department's information specialist in order to maximize the delivery of the informational and educational components of the project. Both information specialists will work closely with the Response Team as the team develops program content.

The Montgomery County Apartment Managers Association, through its President, who has been informed of this project, has indicated enthusiastic support and offered to cooperate in ways to be determined that will enhance the project's overall intent.

The Center for Criminal Justice, Office of Public Affairs, American University, having been informed of this potential project, has offered to be of assistance in program development. The Center for Criminal Justice is currently planning

training curricula and sessions for police officers and other personnel in aging services which potentially could be of much value to the Criminal Victimization of the Elderly Response Team.

The 8,000,000 elderly member national organization, The American Association of Retired Persons and the National Retired Teachers Association (AARP-NRTA) has been informed through its experienced Crime Prevention Unit for the Elderly, of this potential project. The Crime Prevention Unit, located in Washington, D. C. provides lectures and seminars to elderly groups, police officers and units and other aging service personnel designed to heighten awareness of responsive personnel to the social, psychological, physiological and economic characteristics of the elderly. Efforts will be made to utilize the skills and experience of this recognized organization in ways which enhance the capacity of the Response Team to perform maximally on behalf of the target population.

The Montgomery County Commission on Aging and the Advisory Council to the Area Agency on Aging, as advocates and community leaders for the County's 65,000 elderly population, support the proposed project and will advise the Area Agency on Aging in matters relating to the success of this project. The 80 some individual Senior organizations in Montgomery County, through its umbrella organization, Montgomery County Association of Senior Organizations, will be a major conduit for the dissemination of information relating to this project.

Major efforts will be instituted to involve those delivering specialized services to the elderly handicapped, particularly the blind. The Volunteers for the Visually Handicapped will be tapped as the resource instrument to serve the blind.

The Montgomery County Housing Opportunities Commission which has the responsibility for the existing public housing units for the elderly and is currently involved in the planning of an additional 400-500 units, will be involved in the support and promotion of this project. Currently, 1400 Fenwick Lane, public housing for the elderly, is located directly in the heart of the target area. Plans are underway for an additional 186 units within the target area. The Housing Opportunities Commission will provide opportunities for pretesting educational materials and techniques to determine their effectiveness prior to larger scale distribution and presentations.

The Revenue Authority of Montgomery County is currently considering opening 161 units for elderly residents which will be directly in the target area. Efforts to enlist their cooperation in the success of this project will be made as their plans become firmer.

The University of Maryland has a new Gerontological Center. Their expertise will be tapped to contribute to the success of this project.

Catholic University of America, National Catholic School of Social Work has been awarded research funds (\$132,818) under Title IV B of the Older Americans Act as Amended to research the decision making process among older Americans, especially to analyze the ecological, psychological and biological detriments. One very important segment of this research will involve personal, in-depth interviews with selected participants from the target area. Data with respect to the decision making process as influenced by crime or the fear of crime and the reporting of crime will be elicited, providing that Dr. Frank Whiting, Project Research Director concurs finally, as he has initially. Further discussions with Dr. Whiting are scheduled to ascertain final agreement as to the following:

Included in the interview process will be questions relating to the fear of crime and ways in which this fear determines or directs decisions made by older Americans relating to their mobility, their community involvements, their isolation (if any), their leisure.

Such specific questions as "have you ever been the victim of a crime which went unreported?" will be asked.

Additionally, a research attempt will be made to verify the affect of the fear of crime on behavior patterns of the elderly.

### E. OBJECTIVES OF THE PROJECT

- Reduce the fear of crime of elderly persons in the target area through educational approaches.
  1. Determine the level of fear through the use of survey instruments.
    - a. Prior to education program's commencement
    - b. Effect a 2% reduction following 1st full quarter of educational program's operation
    - c. Effect a 4% reduction following 2nd full quarter
    - d. Effect a 6% reduction following 3rd full quarter
    - e. Effect an 8% reduction following 4th full quarter

NOTE: The accomplishment of sections c, d, and e are dependent upon second year funding.
- Establish the incidence of reported crime, within the target area, through the analysis of 1974 statistics.
- Increase the reporting of crime, within the target area, by 10% over the 1974 level by the end of the program year.
- To train one police officer in the philosophies and techniques of crime prevention and also to heighten the officer's sensitivity to the characteristics and problems of the elderly population.
- To provide the police officer an orientation to the Department of Social Services and to increase the officer's awareness of the multi-faceted referral and response resources available.
- To train one social worker in the philosophies of crime prevention for the purpose of increasing their awareness of police operations with respect to the crime prevention function.
- To provide the social worker with an orientation to the organizational structure and internal operations of the Montgomery County Department of Police.
- The response team will be responsible to review and assess all reported criminal activity against the elderly within the target zone, beginning with those activities which follow the completion of their training.

- Develop evaluation criteria and methods by the end of the third program month. Area Agency on Aging, Office of Human Resources, has the responsibility for this segment.
- Develop the educational package by the end of the sixth program month.
- Develop sophisticated survey instruments to measure the effectiveness of the various program components, with a degree of reliability, by the end of the sixth program month. The services of a consultant will be contracted. Refer to Appendix E for additional detail.
- Pretest educational package by the end of the seventh program month.
- Pretest survey instruments by the end of the seventh program month.
- Negotiate a mobile bank, operational one day per month and placed within one major senior citizens residence. This shall be accomplished at the completion of the tenth month of program operation.
- Link-up ten youths with ten requesting seniors for escort service by the end of the tenth month. Five additional link-ups will be accomplished during the eleventh and twelfth months, representing a total of twenty bonds by the end of the program year.
- Schedule six presentations during the last three months of the program year with previously identified and selected senior citizen groups and/or organizations, located within the target area.

### F. MEASURES OF EFFECTIVENESS

This section has been incorporated as an integral part of Section E.

### G. EVALUATION OF THE PROJECT

The Area Agency on Aging will be responsible for the development of evaluation criteria and methods. These instruments will be developed at the completion of the third program month with the approval and knowledge of the Governor's Commission on Law Enforcement and the Administration of Justice.

The Social Worker and the Police Officer will be responsible for submitting quarterly reports to the Project Director and to the Intra-Departmental Coordinator, who will analyze these reports and complete the evaluation report for the Governor's Commission.

### H. CONTINUATION

It is highly unlikely that much conclusive evidence, reflecting the success of the program will be measurable at the first year's funding termination point. Primarily, this lack may be attributed to the time consuming, yet necessary, development of the sophisticated and extensive data collection techniques, analysis methodologies, and educational materials; which are so very important to the benefit of this project. Therefore, it is anticipated that there will be requests for second and third year funding in order to fully identify the impact of the program.

It is expected that the salaries of the police officer and the social worker will be incorporated into the annual budgets of their respective departments (Police and Social Services) upon the completion of federal funding.

## APPENDIX A

Crime Prevention Division

The Montgomery County Department of Police has received a federal grant for the purpose of establishing a concentrated crime reduction program, the objective of which is the reduction of burglaries. The Crime Prevention Division is established to administer this program.

The Crime Prevention Division, established on March 1, 1974, is organized within the Operations Bureau. The division director is a Second Lieutenant directly responsible to the Chief, Operations Bureau.

The Deputy Director of the Division is a Sergeant who functions as the Program Coordinator. Additional division personnel includes two Corporals, one of whom commands the Residential Crime Prevention Section and the other is the commander of the Commercial Crime Prevention Section. These sections are staffed with twelve officers in the ranks of Private First Class and Private.

The specific and immediate objective of the division is to reduce burglaries in selected target areas in the county. Additional program objectives are designed to have a long-range as well as county-wide effect on the incidence of burglary. These objectives are as follows:

1. Improve patrol deployment including saturation in high incidence areas.
2. Reduce response time to burglaries, thereby increasing the likelihood of apprehension.
3. Increase public education concerning the burglary problem and presentation of effective preventive measures leading to improved residential and commercial security.
4. Identify and develop effective program approaches relevant to the prevention, deterrence and reduction of burglaries for future implementation.

Among the duties of the officers assigned to the two sections (Residential and Commercial Crime Prevention Sections) are:

1. General preventive patrol.
2. Saturation patrol in selected target areas.
3. Checking out suspicious persons and/or vehicles in the target areas and developing a file on such contacts for investigative purposes.
4. Responding to burglary calls as well as other emergency calls within the target areas.
5. Conducting preliminary investigations of burglaries committed in the target areas.
6. Conducting follow-up security surveys on residences and commercial establishments that have been burglarized.
7. Conducting surveillances of suspected burglary targets.
8. Coordinating with the Patrol and Criminal Investigation Divisions in all operational efforts requiring intra-departmental support and cooperation.
9. Assist in the apprehension of persons perpetrating burglaries.

In addition to the patrol and surveillance activities as described above, the officers assigned to the division conduct regular meetings with civic and community organizations in an effort to mobilize community participation in crime prevention.

## APPENDIX B

PROJECT TITLE: Crime Prevention for the Elderly

DATE TO BEGIN: August 1, 1975

PROJECT DIRECTOR: \_\_\_\_\_

Lt. Michael M. DeGrand

Key steps in Work Plan	Estimated Completion Time by Month											
	1	2	3	4	5	6	7	8	9	10	11	12
1. Employ Response Team	X											
2. Secure Administrative Aide I	X											
3. Determine Space Location	X											
4. Have all necessary Supplies and equipment on hand	X											
5. Project Director and Police Dept. Chief, Div. of Adult Services, Social Service Dept. determine administrative and coordinating linkages between Departments	X											
6. Training and orientation of Response Team *Evaluation by Area Agency on Aging (1)		X	X									
7. Response Unit becomes street operational			X									
8. Develop program strategy, work plan, assignment of responsibilities in keeping with project objectives.			X									
9. Develop methodology for Research and Educational components			X	X								
10. Develop survey and analytical instruments-- contract for consultant as required		X	X									
11. Complete Analysis of existing and pertinent educational packages			X	X								
12. Identify major senior citizens organizations clubs and centers in target and other target components, resident managers, security, personnel, etc. *Evaluation by Area Agency on Aging (1)	X	X					X					
13. Unit commences initial and limited educational efforts				X								
14. Design and assemble for pre-testing final educational package				X	X							



APPENDIX B - page 2

PROJECT TITLE: Crime Prevention for the Elderly

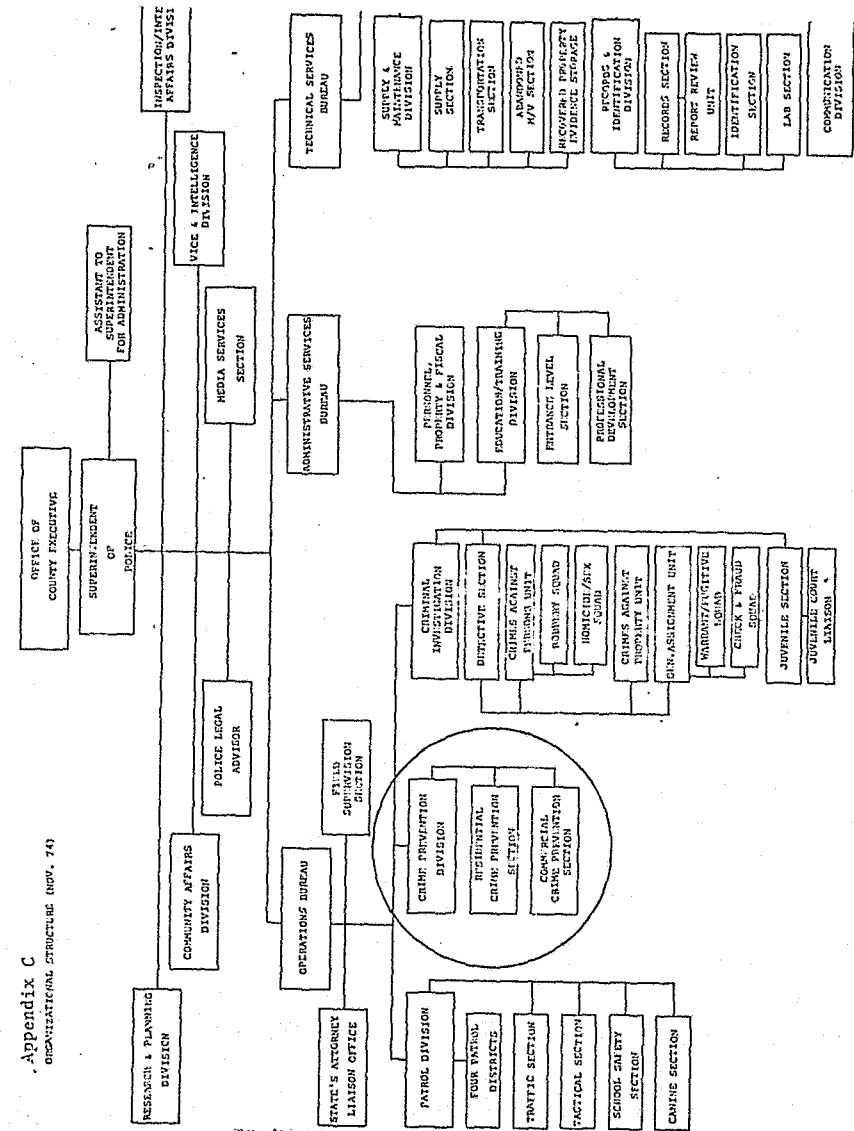
DATE TO BEGIN: August 1, 1975

PROJECT DIRECTOR: \_\_\_\_\_  
Lt. Michael W. Desmond

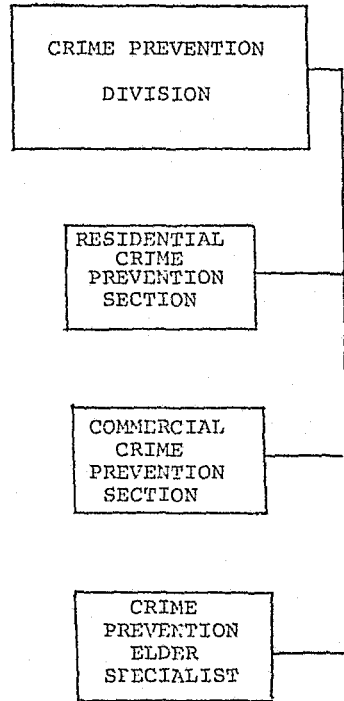
Key Steps in Work Plan	Estimated Completion Time by Month											
	1	2	3	4	5	6	7	8	9	10	11	12
15. Pre-test survey and analytical instruments					X							
16. Pre-test final educational packages					X	X						
17. Plan Public Relations Campaign to inform community of units presence and responsibility			X	X								
18. Adjust pre-tested materials as required				X	X							
19. Analysis of existing record keeping and reporting instruments and design of new requirements	X	X										
20. Review overall readiness to commence full scale research and education programs *Evaluation by Area Agency on Aging (1)					X				X			
21. Commence Public Relations Campaign				X								
22. Commence full scale Community Program operations						X	X	X	X	X	X	X
23.*Evaluation by Area Agency on Aging (1)											X	
24. Design and develop Escort Service	X	X										
25. Develop Mobile Bank Service			X	X	X							
26. Commence Escort Service			X									
27. Commence Mobile Bank Service at one site					X							

\*(1) Evaluation procedure, methods and instruments developed, reviewed and approved by Governor's Commission on Law Enforcement and Administration of Justice

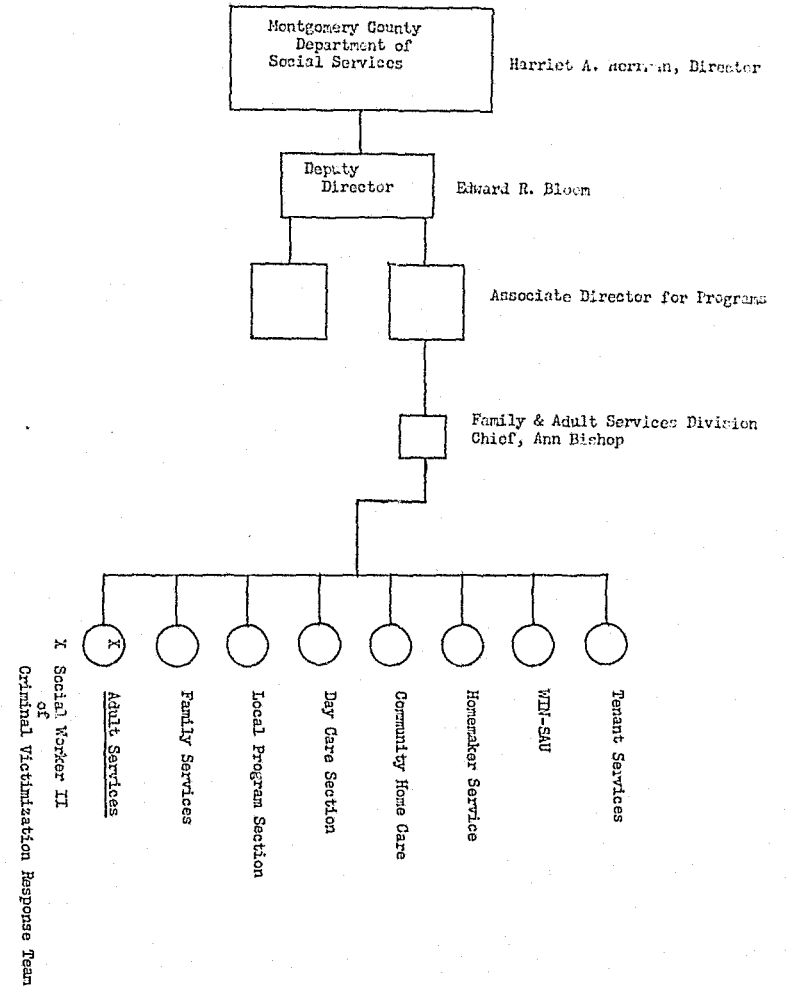
Appendix C  
ORGANIZATIONAL STRUCTURE (NOV. 74)



Appendix C



Appendix D



APPENDIX E

OBJECTIVES:

1. Increase the percent of unduplicated elderly and non-elderly in the target area who are aware of the Montgomery County Police Department's Crime Prevention Unit.

<u>Month Following Public Relations Campaign</u>	<u># Unduplicated Elderly Surveyed</u>	<u>% Aware of Unit's Presence</u>	<u># Non-Elderly Surveyed</u>	<u>% Aware of Unit's Presence</u>
1st	100	5%	100	5%
2nd	100	10%	100	10%
3rd	100	15%	100	15%
6th	200	20%	200	20%
9th	300	25%	300	25%
12th	400	30%	400	30%

2. Increase the percent of unduplicated elderly in the target area who can demonstrate increased knowledge relating to the prevention of crime as a direct result of the public relations effort (including education, seminars, pamphlets, etc.).

<u>Month Following Public Relations Campaign</u>	<u># Unduplicated Elderly Surveyed</u>	<u>% With Increased Knowledge</u>
1st	100	10%
2nd	100	20%
3rd	100	30%
6th	200	40%
9th	300	45%
12th	400	50%

APPENDIX F

CRIME PREVENTION PROGRAM FOR ELDERS

Total Silver Spring = 14,624 60 years and over  
 Total Silver Spring = 9,714 65 years and over

<u>Census Tract</u>	<u>Over 60</u>	<u>Over 65 (included in Over 60 column)</u>
21.01	358	178
21.02	705	404
22.00	950	598
23.01	537	363
25.02	568	330
24.01	850	570
21.02	905	651
* 25.00	570	454
* 26.01	1170	918
* 26.02	1420	1044
* 27.00	533	332
* 28.00	1094	751
* 29.00	1535	1076
* 30.01	243	166
30.02	367	225
31.00	682	395
39.01	449	245
39.02	669	374
* 40.00	1019	642
	14,624 (1)	9,714

\* All connecting tracts:

1st quarter 1975 Projection based on cohort survival ratios developed by Montgomery County Planning Board for Montgomery County.

(1) This represents an estimated 18% of total population. Total population is estimated at 80,000.

## APPENDIX G

Crimes Committed Against the Elderly

<u>Type of Crime</u>	<u>Number</u>
Murder	1
Peac	1
Assault	5
Robbery	68
Burglary	190
Larceny	366
Auto Theft	26
Negligent Manslaughter (Fatal Accidents only)	7
Total:	658

NOTE. These figures are based upon 1974 statistics collected on a county-wide basis and include Part I offenses only. They do not indicate the number of incidences occurring specifically within the target area.

Addendum

The meeting of the members of the Region IV Board, of May 7, 1975, concluded with the board's recommendation to table the grant application entitled "Crime Prevention for the Elderly" in order to allow for the revision and reconstruction of the project's research component.

A subsequent session, attended by the Region IV staff, a representative from the Governor's Commission on Law Enforcement and the Administration of Justice, the Grant's Coordinator for Montgomery County and representatives from the Montgomery County Department of Police and the Montgomery County Office of Human Resources, further defined the specific concerns which were raised by the board and jointly determined the most appropriate and practicable solutions to these concerns.

The concerns expressed primarily focused upon the apparent lack of clarity in the application regarding the relationship among the various project components; research, education and team response, and in particular the beginning of actual project implementation. These areas will be addressed herein.

The project goal is to improve the delivery of criminal justice services to the elderly, those persons aged 60 and over, and the achievement of this goal will be accomplished through the industriousness and the skills of the response team members.

It was suggested by the Region IV board that one weakness in the application is the apparent delay (10 months) in the response team's becoming operational. The first three project months will be devoted to the hiring of personnel (police officer, social worker, and administrative aide) and to their corresponding training (familiarization with the methodologies and techniques of crime prevention, responding to the elderly victims of crime and an orientation to the Department of Police and the Department of Social Services). Immediately following the completion of training the response team will become street operational in its approach to meeting the needs of the elder community.

Unique to the proposal, will be the well developed capacity of the Response Team to deal immediately with the elderly victim's needs. The Response Team will be notified (depending upon the incident either immediately or within 24 hours), by the officer responding to the call, whenever an elderly individual is the victim of a crime within the proposed target area. The team's responsibility will be to assess the needs of the victim and make the proper referrals to aid in rectifying the situation that has occurred.

The most effective means of preventing the commission of crime upon the elderly is to educate these persons in the methods most efficient and reasonable for discouraging the possibility of being

offended. Educational presentations, though limited in their quantitative and qualitative effectiveness, may also begin simultaneously with the response capability and the completion of team member training. The limitations in effectiveness are based upon the realization that many educational techniques must be employed when instructing the elderly as a result of the many and varied physical and emotional handicaps associated with the aging process. For instance, in order to involve the blind community so that they may receive the benefit and service of the Criminal Victimization of the Elderly Response Team all pamphlets and brochures must be developed in braille, and this development requires that sufficient expenditures of time and knowledge be tapped from persons having the necessary expertise in this area. The same is true for the many other handicaps and disabilities which the team will encounter. Such specialization requires additional time in order to develop the varied programs required by audiences with different health and age related characteristics.

The educational and response components of the project will be augmented by the research efforts which will aid in the determination of the needs and specifics of the target group. This is a model project, and contained within are unique and well considered approaches to the problems of elderly criminal victims. The research component, while not costly, is essential if objective assessment of the programs worth is to be evaluated. Data acquired through research will be continuously assessed and utilized to improve the educational and response components of the projects overall objectives. If, for example, the response team is operational during the hours of 8 a.m. to 4 p.m., and research seems to indicate that most response needs occur from 11 a.m. to 7 p.m. then the response team hours would be changed to improve their effectiveness in accordance with the evidence. Good research will provide the local police and responding agencies with pertinent and relevant data far more valid than the abstract data reflecting national samplings. Through the collection and analysis of data one can more rationally predict the success of a program of crime prevention for the elderly in other Maryland jurisdictions, not exclusive of the relevance which significant information can offer to similar communities nation-wide. It is illogical in this time of limited funds and police manpower shortages to institute programs which are aimed at the reduction of crime without adjusting the program to the specific needs of the community which it is to benefit and without critically evaluating its effects from the time of program implementation to program end.

*7. 11. 1971*

**END**