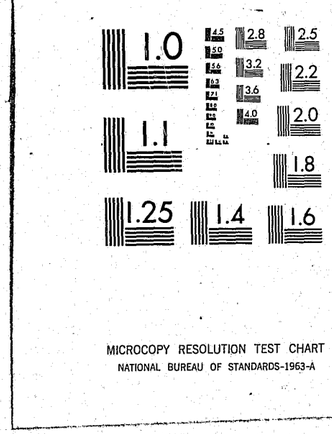

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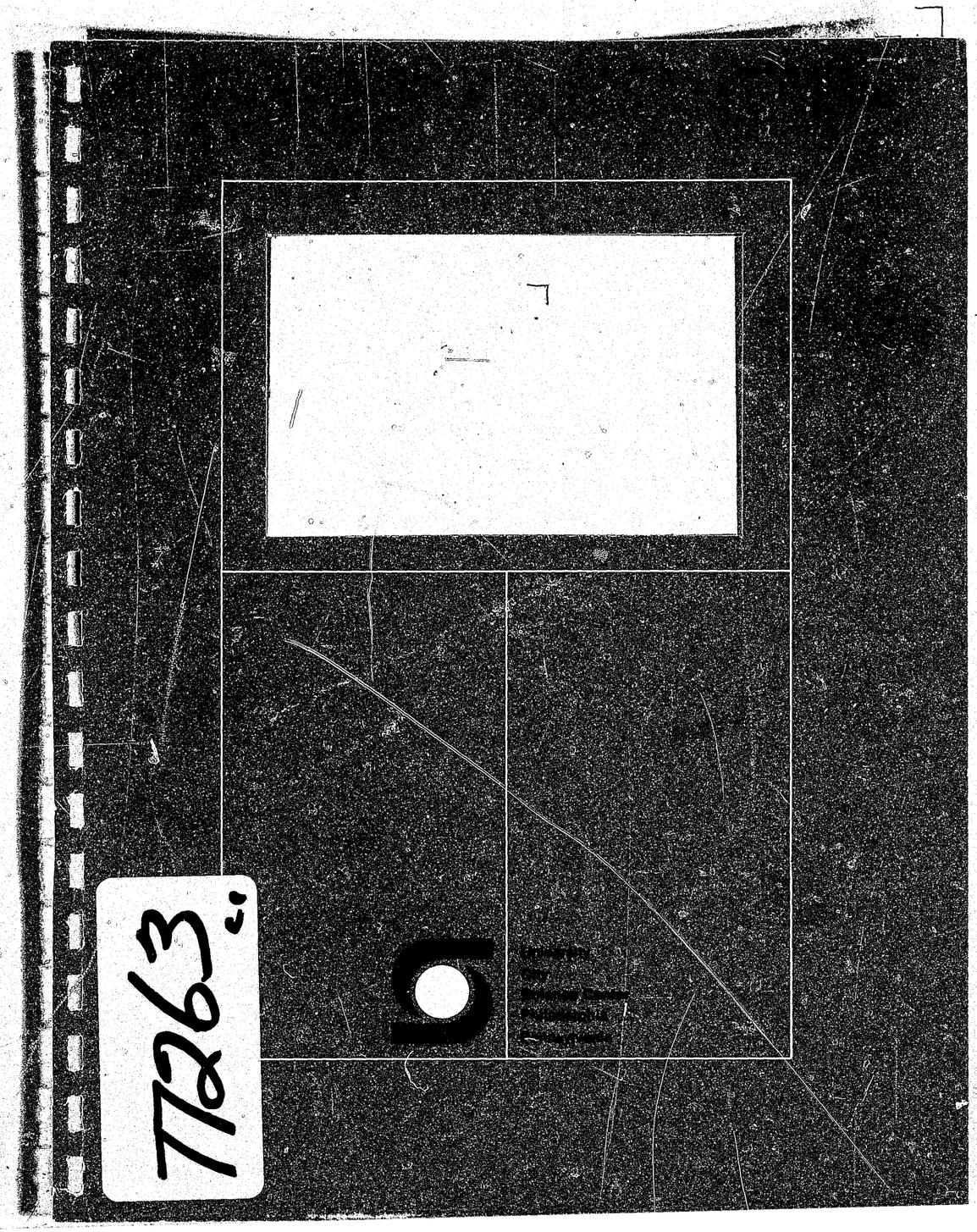
National Institute of Justice
United States Department of Justice
Washington, D.C. 20531



POLICE SERVICE DELIVERY

TO THE ELDERLY

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ACKNOWLEDGEMENTS

The Science Center wishes to thank the many people who have patiently supported the development of this study. First we extend our gratitude to the many elderly who participated in the victimization surveys. We hope that our findings lend further understanding to the problems they face as victims of crime and users of police services. Second we would like to thank the many police administrators and officers in Northville and Southville who participated in the study. Their willingness to share their views of serving elderly citizens has enabled us to present a glimpse of how one segment of the criminal justice system responds to the elderly.

The study would not have been possible without the support of the National Institute of Justice and its staff. David Farmer and Phil Travers of the Police Division were responsible for supporting the research during its developmental phases. Shirley Melnicoe as Project Monitor, is thanked for her patience during the final stages of the research. Her forebearance, understanding and review of products greatly supported completion of the study. Finally, we would like to thank Carol Gay for her diligent editing of the report and Carol Dill for her typing of the draft and final manuscripts.

EXECUTIVE SUMMARY

Recent years have seen a dramatic growth of interest in the problem of criminal victimization of the elderly. Since the late 1960's, rising crime rates, the growing number of elderly in the population, and the increasing militancy of senior citizens have led to a heightened awareness of the vulnerability of the elderly to crime, the impact of victimization and fear of crime upon their lives, and the need for special police efforts to protect the elderly and to provide effective services to them. Indeed, what was not long ago an almost completely neglected issue has now become a national concern.

This report presents a brief review of current knowledge and opinion about the elderly's need for police service, discusses the findings of a study of police service delivery to the elderly, and assesses the implications of these findings for police operations.

THE ELDERLY'S NEED FOR SPECIAL POLICE ATTENTION

Interest in the quality of police services provided to the elderly has been motivated primarily by a widespread concern about the effects of criminal victimization upon elderly citizens. There is an almost hysterical ring to much of the commentary on this issue. For example, the author of a highly regarded book on aging asserts (on the basis of only the most meager and incomplete statistics), "Old people are victims of violent crime more than any other age group."[1] Others have described crime against the elderly as a "continuing national crisis",[2] and stated, "The hard fact is that crime is devastating the lives of thousands of relatively defenseless older Americans."[3] However, data drawn from national victimization surveys have consistently shown that the elderly (defined in different surveys as either age sixty and above or age sixty-five and above) have a lower level of victimization than citizens in other age groups and that victimization rates decline with advancing age.[4] These data have led some observers to argue

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[1]Robert N. Butler, **Why Survive? Being Old in America** (New York: Harper and Row Publishers, 1975), p. 300.

[2]Jack Goldsmith and Noel E. Tomas, "Crimes Against the Elderly: A Continuing National Crisis," **Aging**, 235-237 (June-July, 1974), p. 1.

[3]Carl L. Cunningham, "Pattern and Effect of Crime Against the Aging: The Kansas City Study" in **Crime and the Elderly: Challenge and Response,** ed. Jack Goldsmith and Sharon S. Goldsmith (Lexington, Masachusetts: Lexington Books, 1976), p. 31.

[4]See: Philip H. Ennis, **Criminal Victimization in the United States: A Report of a National Survey** (Washington, D.C.: U.S. Government Printing Office, May 1967 and U.S. Department of Justice, Law Enforcement Assistance Administration, **Criminal Victimization in the United States: A National Crime Panel Survey Report** (Washington, D.C.: U.S. Government Printing Office, May 1975). The findings of these surveys concerning criminal victimization of the elderly are summarized in Fay Lomax Cook and Thomas D. Cook, "Evaluating the Rhetoric of Crisis: A Case Study of Criminal Victimization of the Elderly," **Social Service Review,** 50 (December 1976), pp. 632-646.

that the elderly do not warrant the status of a group deserving special attention from the police.[5] It has been said that the growing attention paid to the problem of victimization of the elderly is a classic example of how a lack of solid information can merge with a sincere concern for the plight of older Americans to create the impression of a serious social problem when, in fact, one does not exist.[6] However, to date, most students of the problem, while acknowledging that the findings of victimization surveys contradict some of the rhetorical excesses of the past, still believe that the quality of law enforcement services provided to this segment of the population is a legitimate national and local concern. This contention is based upon the following observations:

- Impact of Victimization Upon the Elderly

There is circumstantial evidence indicating that the impact of criminal victimization upon the elderly may be substantially greater than for citizens in younger age groups. The physical changes that occur with advancing age, while not as debilitating as commonly supposed, can still impair the ability of the elderly to cope with the effects of victimization. Eighty-five percent of the population over the age of 65 suffers from one or more chronic illnesses which can heighten the impact of physical injury, and age-related changes in sight, hearing, strength and coordination can affect the older person's ability to handle crime-related situations.[7] The fact that many of the elderly live alone or with non-relatives (31.5% of the population age 65 or over) means that they may lack the social support which can help them to overcome many of the consequences of victimization experiences. And, finally, many of the elderly are forced to live on fairly small, fixed incomes which means that the loss of even relatively small amounts of money or property can be difficult to bear. In short, it can be argued that to be old and victimized may often be to undergo an experience which is quantitatively different from what it might have been for the same person at a younger age.

- Elderly Fear of Crime

The elderly also suffer from a pervasive fear of crime. A nationwide survey of the attitudes and concerns of the elderly, by Louis Harris and his associates, found that more of the respondents pointed to fear of crime as their most serious personal problem (23%). It was selected more frequently than poor health, lack of financial resources, loneliness, and many other complaints commonly asssociated with advancing age.[8]

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[5]Richard D. Kundten, et. al., **Victims and Witnesses: Their Experiences with Crime and the Criminal Justice System** (Washington, D.C.: U.S. Government Printing Office, 1977), p. 3.

[6]For example, see: Cook and Cook, **Op. cit.**

[7]M. Powell Lawton, et. al., "Psychological Aspects of Crime and Fear of Crime," in Goldsmith and Goldsmith, eds., **Op. cit.**, p. 21.

[8]Louis Harris and Associates, Inc., **The Myth and Reality of Aging in America** (Washington, D.C.: The National Council on the Aging, 1975), p. 29.

Other surveys have shown that fear of crime increases with age,[9] and that fear of crime is increasing at a faster rate among elderly citizens than among younger citizens.[10]

It has been frequently stated that fear of crime may represent a form of indirect victimization which can lead to serious restrictions on the elderly's daily activities and greatly diminish the quality of their lives. It has also been suggested that the precautions taken by older persons in response to their fear may have a major influence on their level of victimization, i.e., the fear of crime leads to self-imposed confinement, resulting in a reduction in the number of victimizations which might have otherwise occurred.[11]

- Elderly's Need for Noncrime-Related Police Services

The same factors that may increase the impact of criminal victimization upon the elderly (health problems, low income, social isolation, etc.) may also contribute to a heightened need for police assistance with noncrime-related problems. The majority of the calls for service received by the police are noncrime-related and the elderly, much like everyone else, tend to rely upon the police in times of trouble and need. In fact, one recent study of police/elderly interactions found that older persons requested noncrime-related services from the police approximately twice as often as would be expected on the basis of their proportion of the total population.[12] The reason that many older persons tend to turn to the police for help with noncrime problems is fairly obvious. The police are the principal 24-hour emergency response service in virtually all jurisdictions, and they will respond to most requests for service whether or not the requests are related to law enforcement. In many instances, there is simply no other person or agency to which an elderly citizen can turn.

- The Growing Proportion of Elderly in the Population

The proportion of elderly citizens in the country's population is growing rapidly, and the relative growth rate of this segment of the population is also increasing. Currently, growth in the number of individuals 65 years of age and older is almost twice that for younger age groups. As of 1970, the elderly comprised 9.9% of the population. It is estimated that by

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[9]Michael J. Hindelag, **Public Opinion Regarding Crime, Criminal Justice and Related Topics** (Washington, D.C.: U.S. Government Printing Office, 1975), p. 9.

[10]Cook and Cook, **Op. cit.**, p. 642.

[11]See: Brian J. Madden, "The Effect of Crime in a New York Community: The Elderly and the Role of the Police," paper presented to the National Conference on Crime Against the Elderly (Washington, D.C.: The American University, College of Public Affairs, June 5-7, 1975), p. 5.

[12]Richard E. Sykes, "The Urban Police Function in Regard to the Elderly: A Special Case of Police Community Relations," In Goldsmith and Goldsmith, eds., **Op. cit.**, p. 129.

2020 the percent will have increased to 13.1%.[13] Thus, to the extent that the elderly have special needs for police services, these needs are likely to continue to increase for the foreseeable future.

- Elderly's Right for Special Services

There is a widespread belief that the elderly, simply because they are old, have earned the right to lead their lives in relative comfort, security and dignity. It is a feeling that society owes a debt and has a responsibility to those who have made a major contribution to its development. As one patrol officer expressed it to a project staff member, "I think it is important for the police to go out of their way to help old people. After all, they've paid their dues."

The above observations are commonly presented in support of the contention that the police should provide special services to the elderly. It should be noted that, while there is a certain, even compelling logic to these observations and their implications for police service delivery to the elderly, they have not yet been thoroughly examined through careful research. The serious study of the elderly's need for police services and the problems involved in effectively providing these services is still in its infancy. Several large-scale research projects have examined the incidence and impact of crime against the elderly and have recommended various crime prevention techniques, many of which involve police participation.[14] However, rather little effort has been devoted to exploring the nature of police/elderly interactions, i.e., the types of police services requested by the elderly, their attitudes toward and expectations of the police, police attitudes toward the elderly, and the problems encountered by the police in providing services to the aged.[15]

The study summarized in this report represents an attempt to fill this vacuum. The following sections of the report present a brief synopsis of an in-depth examination of police service delivery to the elderly. Each component of the study is discussed separately; then an assessment is made of the study's overall policy implications.

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[13]Neal E. Cutler, "Demographic, Social-Psychological, and Political Factors in the Politics of Aging: A Foundation for Research in Political Gerontology," **The American Political Science Review,** 711 (September 1977), p. 1012.

[14]For examples, see: Carl Cunningham, et. al., **Crimes Against the Aging: Patterns and Prevention** (Kansas City, Missouri: Midwest Research Institute, 1977), and Marlene A. Young Rifai, **Older Americans' Crime Prevention Research Project: Final Report** (Portland, Oregon: Multnomah County Division of Public Safety, 1976).

[15]There are at least three limited, but extremely interesting, exceptions to this observation. See: Phyllis Mensh Brostoff, **District of Columbia Report to the 1971 White House Conference on Aging, Appendix II, Metropolitan Police Contacts with the Elderly** (Washington, D.C.: The Washington School of Psychiatry, 1971); Phyllis Mensh Brostoff, "The Police Connection: A New Way to Get Information and Referral Services to the Elderly," in Goldsmith and Goldsmith, eds., **Op. cit,** p. 139-151; and Sykes, **Op. cit.,** in Goldsmith and Goldsmith, eds., **Op. cit.,** pp. 127-137.

A COMMUNITY SURVEY OF OLDER PERSONS

This part of the study examined the views of 913 elderly residents of two American cities regarding police services. Their responses indicate that the urban elderly's anxieties concerning crime impose several limitations upon their life styles and contribute to feelings of depression and loneliness. However, despite the physical, financial and emotional suffering caused by victimization and fear of crime, the elderly expressed extremely favorable attitudes toward the police.

Fear is especially strong concerning street crime. Public areas are regarded as far less safe than the home and adjacent grounds; location (public or private) is a more important determinant of feelings of safety than the time of day or night. Nearly two-thirds of those interviewed felt that it is at least somewhat likely that they will be robbed while outside their homes. More than half thought it somewhat likely that they would be physically assaulted on the streets. Harassment by teenagers on the street was the most frequently reported type of victimization. Such experiences contribute to the anxieties and helpless rage which frequently impoverish the quality of life for the urban elderly.

Among the symptoms of this impoverishment are the severe restrictions upon social activities which are imposed in the hope of avoiding victimization. Most of the elderly are afraid to go out alone at night, and many will not use mass transit. In all, three-fourths limit their activities as a safety measure. The net result is a serious limitation upon the social lives of individuals who may have a special need for comradeship and social support.

In order to protect their homes, the elderly install window bars and locks, burn extra lights, purchase dogs and take other measures which impose added burdens upon tight budgets. The expense of these precautions can be significant for persons who frequently must live on low, fixed incomes (60% of those interviewed live on an annual income of less than $5,000). The locks and window bars are also constant reminders that one must always be on guard, even in the home.

Despite their perceptions that their neighborhoods are not safe, the elderly expressed very positive attitudes toward the police. A strong majority felt that the police are doing their best at one of society's most difficult jobs, and three-fourths said that they could turn to the police with any kind of problem. While there is a fairly common (45% of the respondents) feeling that the police don't understand the problems of the elderly, there is nearly unanimous agreement (89%) that the police treat the elderly as well or better than other citizens.

Confidence in the police is strong. For example, of the 149 persons who said that they had been victimized during the past three years, 75% (N=110) reported the crime to police. Although only 11% (N=12) of these victims said that the police were able to solve the crime, practically all (N=105) said that they would report the crime to the police if it happened again. Apparently, the ability to solve crimes is only a minor component of the standard by which the elderly measure police performance.

Indeed, there are several dimensions of the police role which the elderly regard as more important than the ability to solve crimes. In decreasing order of importance, these include fast response to calls for service, honesty, response to all calls regardless of whether or not a crime has been committed, and understanding problems of the aged. When the issue of satisfaction with crime-related police services was examined, it was found that the elderly's level of satisfaction was strongly related to response time and the responding officers' concern for the victim. There was no relationship between satisfaction with police services and success in solving the crime.

The elderly citizen who calls the police seldom does so for trivial reasons. Very few interviewees felt that it was appropriate to request assistance for noncrime or nonmedical problems. (The only exception involved the loss of a pet, an event which may be especially serious for elderly citizens who rely on their pets for protection and/or companionship). There is thus little evidence from the survey that the elderly burden the police with nuisance calls.

Elderly service recipients are frequently very upset and fearful and, in many instances, suffering from physical abuse and/or financial loss. They often have fewer available resources than other citizens to help them cope with the effects of crime or other emergencies. It is important that police officers be aware of the difficulties facing elderly citizens and express their concern when responding to calls for assistance. However, it must be recognized that police effectiveness will be severely limited unless they take responsibility for putting elderly clients in contact with social service agencies which can provide ongoing support. The elderly regard this as an important dimension of the police role (more than 90% said that it was important that police officers "know where people can turn for assistance with all kinds of problems"), but there is little evidence that the police currently consider such referrals to be their responsibility - less than three percent of the elderly victims interviewed were referred by police to social service agencies. This lack of coordination and cooperation between the police and agencies providing medical, financial and counseling services appears to be a significant problem for the urban elderly, and represents one of the most critical areas in which police service delivery to the elderly could be improved.

Beyond taking a more active role in referring elderly police service recipients to appropriate sources of help for their crime and noncrime-related needs, the data from this survey provide relatively little support for the contention that major efforts are needed to improve the quality of police services to older persons. The elderly have quite positive attitudes toward the police, and they appear to be reasonably well satisfied with the quality of police services provided to them. From their perspective, the need to tailor police services to fit the particular needs and requirements of the elderly does not appear to be as pressing as it is sometimes depicted. This is not meant to suggest that the police should not be sensitive to the concerns and problems of older persons. However, the findings of this survey do indicate that careful thought should be given to proposals for investing large amounts of scarce resources in police programs designed solely for older persons. Efforts to improve overall police effectiveness might do more to assist the elderly, and the entire community, than programs directed solely toward the older segment of the population.

A SURVEY OF POLICE OFFICER ATTITUDES TOWARD THE ELDERLY

All the sworn officers in the two departments participating in this study were surveyed about their attitudes toward the elderly and experiences working with them. A total of 893 officers completed the written questionnaire survey: 461 in Southville and 432 in Northville. The overall response rate was 48%: 69% for Southville and 36% for Northville.

The results of the survey indicate that the responding officers have a generally positive image of the elderly. When asked to rate the elderly and the "average citizen" on a number of characteristics, the respondents tended to see the elderly in a substantially more positive light. For example, more than 73% of the officers felt that older persons are very respectful of authority, while only 25% gave the average citizen such a positive evaluation. The elderly were also rated, by roughly similar margins, as being substantially more cooperative than the non-elderly; more pleasant; more respectful of the police; more law abiding; more trustworthy; and more concerned about crime. Analysis of the data also indicates that while the police do differentiate between the elderly and the average citizen, they do not stereotype the elderly (see them as being "nearly all alike") anymore than they stereotype the non-elderly.

In short, these attitudinal data provide considerable evidence that:

1) The police differentiate between the elderly and the average citizen on a number of important dimensions;

2) Overall, the police appear to view the elderly as "better" citizens than the non-elderly;

3) The police do not seem to stereotype older persons; and

4) The elderly are considered to be less of a police problem than their younger counterparts.

In addition to attitudinal questions, the officers were asked to evaluate the elderly as service recipients. The respondents reported that in comparison with the non-elderly older persons are perceived as making proportionately fewer demands for police service and fewer unnecessary requests for service. Forty-one percent of the respondents felt that the elderly make fewer unnecessary service requests for service compared with twenty percent who disagreed. The officers also did not believe that it generally requires more time to provide services to the elderly than to citizens in other age groups. Finally, very few respondents (10%) indicated that they had encountered any special problems in their recent efforts to assist the elderly.

These findings suggest that, from the police perspective, the elderly do not represent much of a problem. The single, most prominent area of difficulty that emerged from the analysis concerns the role of the police in referring older persons to appropriate sources of help for their noncrime-related problems. The officers reported that they have rather meager knowledge about the availability of various types of social services, and

on the whole, they felt that the level of cooperation between the police and social service agencies was quite low. However, they expressed the belief that increased cooperation between the police and social service agencies could be of considerable benefit to the elderly, and they indicated a willingness to accept additional referral activity as an important part of their official responsibilities. Thus, both the police and the elderly appear to agree that increased emphasis on police referrals would do much to improve the quality of services provided to older persons.

POLICE SERVICE PROVISION TO THE ELDERLY AND NON-ELDERLY

In an effort to develop an empirical picture of the types and volume of police services provided to the elderly in comparison with those provided to younger citizens, the Southville officers were asked to complete a special service delivery profile form for each citizen contact activity they undertook during two eight-day periods. The forms requested information concerning: the age, sex, and race of the service recipient(s); the service need, actions taken, time required to provide the service, and difficulties encountered. Special forms were used to collect this information because the department's incident report forms do not record the age of service recipients, and because it was deemed to be important to collect data on all police/citizen interactions whether or not they led to the completion of a formal report.

As a research tool, these self-reporting data collection instruments turned out to be problematical. Despite the complete backing of the department's command-level personnel, the officers simply did not cooperate in completing the forms. The response pattern (2,727 completed forms during the first data collection wave and 916 during the second wave) provides evidence of this problem. In addition, many of the completed forms contained missing data and had to be eliminated from analysis. Thus, the principal conclusion to be drawn from this part of the study must be regarded with caution.

The results indicate that the elderly do not make a disproportionate number of demands for police services. Less than 13% of the completed reports identified the service recipient as being elderly, whereas the elderly comprise 15% of Southville's population (1970 Census). There were no significant differences in the difficulties reported in providing services to the elderly and the non-elderly, nor was there any appreciable difference in the time required to provide services to older persons compared to younger counterparts. The only noteworthy difference to emerge from analysis of the data concerned service needs: the elderly were reported to request assistance with social service problems almost four times as often as the non-elderly (11% vs. 3%). Yet, despite this difference, both the elderly and the non-elderly were referred to non-law enforcement sources of help at about the same and rather low rate (3%). In spite of the methodological problems encountered in administering the service delivery profile, it must be noted that the findings are generally consistent with the results of the community survey and the officer survey. In each instance, there is little evidence that the elderly make excessive or especially difficult demands upon the police or that there are any severe strains in police/elderly interactions.

POLICE PROGRAMS FOR THE ELDERLY

The principal purpose of this part of the study was to identify and briefly review police-related programs which focus primarily on an elderly clientele. It was considered useful to develop a fairly comprehensive inventory of on-going programs in order to facilitate an assessment of the policy implications of this study.

Programs were identified by contacting the Law Enforcement Assistance Administration, the Administration on Aging, interest groups and associations, and by surveying over 500 area agencies on aging. In all, useable information was obtained on 119 programs. While these programs cannot be considered statistically representative of all efforts to assist the elderly with their police-related problems, information about them does provide a broad overview of programmatic activity in 37 states and the District of Columbia.

The survey respondents pointed out several areas of difficulty in delivering effective police-related services to the elderly. Primary among these were:

- Confusion Regarding Police Roles and Procedures - including how and when to report incidents; requesting services that the police are unable to provide; unrealistic expectations about police performance; and lack of understanding of the criminal justice system in general.

- Poor Communication - including cases of police officers' impatience; insensitivity; inflexibility; stereotyping; and patronizing attitudes in dealing with older persons.

- Service Delivery Problems - including slow police response time and/or unwillingness or inability to provide necessary services and make appropriate referrals to other available service agencies.

The results of the survey indicate that in response to perceived problems such as these, jurisdictions across the country have undertaken a wide variety of programs designed to improve the quality of services provided to the elderly. The most commonly mentioned programs involved organized efforts to provide: victim/witness assistance; crime prevention assistance; police officer training; and increased cooperation between law enforcement agencies and social service organizations. The survey generated a great deal of descriptive material about these and other attempts to assist the elderly; however, very little hard information was provided about program effectiveness. Most of the respondents gave their programs extremely positive ratings, but fewer than one-quarter of the respondents indicated that any type of formal evaluation of their programs had taken place, was in progress, or was planned, and only twelve of the 119 programs included an external "independent" evaluation component. As a result, there remains considerable uncertainty about whether these programs are addressing significant problems and successfully meeting their stated objectives.

POLICY IMPLICATIONS

The findings summarized in this report have two principal and possibly controversial policy implications for police operations. First, the dominant theme that emerges from the analysis of the survey data is that the elderly, at least in the two cities included in this study, have quite favorable attitudes toward the police and are generally satisfied with the quality of police services they receive, and that the police have a generally positive image of the elderly and appear to encounter few special difficulties in providing services to them. These findings raise serious questions about the advisability of undertaking major programs designed specifically to improve the quality of police services provided to the elderly without first carefully establishing that such programs represent the most effective use of limited police resources.

Widely publicized media accounts of the victimization of older citizens in combination with a widespread sympathy for the plight of the elderly whose lives often appear to be impoverished by victimization and fear of crime have led to growing demands that the police take special steps to protect and serve the elderly more effectively. The result has been the development and implementation of numerous programs to: provide special assistance to elderly crime victims; train police officers to be more sensitive and understanding in their dealings with the elderly; instruct older persons in crime prevention techniques; and establish special police units to concentrate on the elderly's crime and noncrime-related problems. On the surface, it is hard to fault these well meaning programs. However, when considered in light of the results of this and other studies and in light of the operational realities and budgetary constraints facing most departments, there are indications that in many cases such programs may not constitute the most effective use of limited police resources.

This cautionary statement is based on the following observations:

- National victimization surveys have consistently shown that the elderly have a lower level of criminal victimization than citizens in any other age group and that victimization rates decline with advancing age.[16] Thus, from an age-comparison perspective, victimization of the elderly is not as prevalent as it is often depicted in the media.

- Data from this and other studies indicate that older persons have extremely favorable attitudes toward the police - in fact, more favorable than citizens in younger age groups.[17] In the most general sense, they express a high level of satisfaction with the performance of their local police departments and, while fear of crime is an important problem for many older persons, they do not appear to view this as the consequence of inadequate police performance.

- The resources available to most police departments are severely limited and appear likely to remain that way for the foreseeable future. The desirability of any program to provide special services to the elderly must be assessed not only in terms of their apparent needs, but also in terms of its opportunity costs for the department - that is, in terms of other possible operational changes and improvements that would have to be foregone in order to provide resources for an elderly-specific program. For many departments, it seems likely that careful analysis might show that efforts to improve overall performance, such as redeployment of the patrol force to more closely meet workload requirements; development of more sophisticated crime analysis capabilities; creation of an improved investigative caseload management system; etc., should rationally take precedence over special programs to assist the elderly. In fact, such general operational changes might do more to aid the elderly, along with the rest of the population, than the adoption of programs that are directed solely at police related concerns of the elderly.

This is not meant to argue that the police can safely ignore the needs of the elderly. It is only intended as a caution that the implementation of special, and possibly expensive programs to assist the elderly should be preceded by a careful, detailed analysis of their particular problems and consideration of how such a program fits in the department's overall priorities for improving operational effectiveness. The commitment of scarce resources should be based on a realistic assessment of needs, rather than a sympathetic response to a few widely-publicized incidents involving older persons.

Second, analysis of the data points to one important area in which the police could take positive steps to improve the quality of services provided to the elderly. The findings strongly suggest that the police could play a much more active role in referring elderly citizens with either crime or noncrime-related problems to other social service agencies that are better equipped to handle these problems. The survey data revealed that only a very small percentage of the police service recipients were referred to other sources for help. This is surprising, because the police are often called to

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[16]See: Phillip H. Ennis, **Criminal Victimization in the United States: A Report of a National Survey** (Washington, D.C.: U.S. Government Printing Office, May 1967), and U.S. Department of Justice, Law Enforcement Assistance Administration, **Criminal Victimization in the United States: A National Crime Panel Survey Report** (Washington, D.C.: U.S. Government Printing Office, May 1975). The findings of these surveys concerning criminal victimization of the elderly are summarized in Fay Lomax Cook and Thomas D. Cook, "Evaluating the Rhetoric of Crisis: A Case Study of Criminal Victimization of the Elderly," **Social Service Review** (December 1976), pp. 632-646.

[17]Michael J. Hindelag, **Public Opinion Regarding Crime, Criminal Justice and Related Topics** (Washington, D.C.: U.S. Government Printing Office, 1975), p. 10.

handle noncrime-related problems which fall outside their field of expertise, and because they encounter elderly crime victims who may have problems coping with the physical, economic, and psychological effects of victimization.

Because the public tends to turn to the police for help with such a wide variety of problems, the police are in an excellent position to serve as a referral or finding agency, linking older persons to more appropriate sources of help for their non-crime related enforcement problems. The role of the police in this regard has been mentioned in the literature;[18] however, few departments have placed much emphasis on it.[19] Part of the reason for this is simply long-term neglect. However, it is also a function of the traditional animosity that exists between the police and social workers, and the fact that many social service agencies are unavailable when their assistance is needed - after 5 P.M. and on weekends. But, whatever the cause of the current lack of coordination between the police and other social service agencies, establishing formal ties beween them, and explicitly recognizing the role of the police as a linking mechanism between older persons with problems and the appropriate sources of help could represent one of the most important contributions that the police could make to improving the quality of elderly citizens' lives.

[18]**Toward a National Policy of Aging, Final Report of the White House Conference on Aging, Volume II** (Washington, D.C.: U.S. Government Printing Office, 1973), p. 235.

[19]Brostoff, in what is, perhaps, the only serious examination of the police referral function for the elderly notes that aside from one very limited project, "no attempt has been made to link up elderly victims of crime, or older people who come to the police for help when no crime has been committed, with services that might help them with the social problems that they bring to the police." Phyllis Mensh Brostoff, "The Police Connection: A New Way to Get Information and Referral Services to the Elderly," Jack Goldsmith and Sharon S. Goldsmith, eds., **Crime and the Elderly: Challenge and Response** (Lexington, Massachusetts: Lexington Books, 1976), p. 149.

CHAPTER I

POLICE OFFICER ATTITUDES TOWARD THE ELDERLY

This chapter describes the views of sworn police officers in two urban departments regarding the provision of police services to the elderly. Their responses to a written questionnaire indicate that in general the officers have a positive attitude toward older persons and do not consider them to be an especially difficult segment of the population for which to provide service.[1]

In comparing the elderly to the non-elderly, the officers generally rated older persons as being more respectful of authority; more cooperative; more pleasant; more respectful of the police; more concerned about crime; more law-abiding; and more trustworthy. The officers did not indicate that the elderly make more calls for service, nor did they indicate that older persons request more "unnecessary" services than other citizens. They also reported that very few special problems were encountered in providing services to the elderly and that it seldom takes more time to handle an older person's complaint than it does to deal with similar complaints from younger citizens.

The questionnaire data provide little evidence that the police hold a stereotype image of the elderly. However, the officers are sympathetic to the crime problems facing older persons and are aware that inadequate incomes, lack of social supports, and health problems may exacerbate the effects of criminal victimization of the elderly and heighten their fear of crime.

In short, the responding officers appear to have a favorable image of the elderly and do not consider them to be a difficult segment of the population with which to work. The only problem area to emerge from analysis of the data concerns the role of the police in referring citizens to social service agencies for assistance with their non-law enforcement problems. The respondents reported that they officially made few referrals and, in fact, had rather little knowledge of - or interaction with - social service agencies. However, they believe that a closer working relationship between the police and social service agencies could improve the quality of services provided to both the elderly and non-elderly.

[1]A copy of the questionnaire is contained in Appendix 1.

METHODOLOGY

All sworn officers in two police departments were given an anonymous questionnaire survey concerning their attitudes toward the elderly (defined as age 60 or above) and their experiences in working with them. Both departments are located in an urban industrial area . One is located in the Northeast (Northville) and one is located in the South (Southville). The questionnaires were distributed and collected through the command structure of each department. The officers were given several days to complete and return the rather lengthy questionnaire. A copy of the questionnaire is included in the Appendix.

A total of 893 officers completed the questionnaire: 461 in Southville and 432 in Northville. This constitutes an overall response rate of 48%. Individually, there was a response rate of 69% for Southville and 36% for Northville.

More than eighty percent of the responding officers are white, although the actual figures for the two cities differ substantially. Only 14% of the officers in Southville are non-white, in contrast with 25% in Northville.

The respondents in Southville are also markedly different from their northern counterparts with respect to education. More officers in Southville than Northville have:

- some college
- college degrees, and
- graduate and professional training

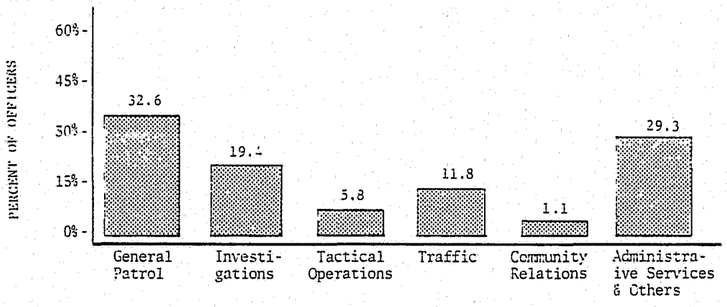
The years in service mode for Northville respondents is 22, compared with four years for their southern counterparts. Further, the sample of Northville officers is substantially older than that of Southville. Less than 40% of the Northville officers are under 40 years of age; in sharp contrast, more than 78% of the Southville police officers are 40 years or younger. Overall, the differences between the respondents from the two departments are striking; the education data and the years in service clearly indicate that the northern police force is older and more experienced, but less educated than the southern officers.

The rank of the responding officers from the two cities also varies. While the modal rank in both departments is patrol officer, the second most-often-cited rank in Southville is sergeant compared with lieutenant in Northville.

The distribution of years in their current job (shift) also differentiates officers in the two departments. Almost 60% of the Southville officers were in their present shift two years or less; for the same time frame the comparable figure for Northville is 35%. The Northville officers are less mobile with regard to job shift.

EXHIBIT 1

JOB ASSIGNMENT: ENTIRE SAMPLE
(Percent)



N = 893

The current assignment for the officers, described in Exhibit 1, clearly reveals that patrol officers dominate the sample. The breadth of the job assignments held by the officers who filled out the questionnaire provides for a wide spectrum of experiences and information substantially enriching the data base.

In analyzing the questionnaire data, the findings will be broken out by city where results indicate significant differences and a clear, interpretable variations between the two departments. To control for all the city and departmental variables which might influence particular findings would frequently result in the creation of sub-sets of data that are too small for meaningful analysis of the aggregated data base.

SURVEY FINDINGS

In order to identify personal qualities which police associate with the elderly, the officers were asked to evaluate the elderly on a number of characteristics.

More than 73% of the officers indicated that the elderly were very respectful of authority, while only 3% said that the elderly were very disrespectful. In contrast, 25% of the officers rated the non-elderly as being very respectful of authority, and 21% felt that the non-elderly are very disrespectful. It is obvious that the police in this study consider the elderly substantially more respectful of authority. Computing a means t-test (comparing the average scores on variables for the elderly vs. the non-elderly) determined these differences to be statistically significant. Further, the relationship holds up in both cities. The results are presented in Exhibit 2.

EXHIBIT 2

POLICE PERCEIVED RESPECT FOR AUTHORITY: ELDERLY AND NON-ELDERLY MEANS T-TEST

	Elderly	Non-Elderly	T Value	N	Significance Level
Entire Sample	2.19	3.91	25.43	851	$p < .001$
Southville	2.32	4.03	18.95	441	$p < .001$
Northville	2.05	3.79	17.04	410	$p < .001$

NOTE: Lower number more respectful

While the elderly are seen as more respectful, the variable values for the elderly and non-elderly are weakly related, $r = .17$ $p < .001$ (entire sample). The finding indicates that the police officers did not arbitrarily check the elderly one way and the non-elderly another, or check them both the same way (give the same answers). This increases confidence in the results in that it suggests that the police distinguish between the elderly and the non-elderly.

The police also see the elderly as quite cautious: 53% of the respondents said they felt that the elderly are very cautious, while only 9.3% held a contrary impression. (There is no comparable measure for non-elderly citizens.)

The elderly are recognized as being substantially more cooperative than non-elderly citizens. Almost 61% of the police observed that the elderly were very cooperative, but only 23% said the same about the non-elderly. About 4% of the police thought that the elderly were very uncooperative; the

comparable figure for the non-elderly is more than three times as much, 14.5%. The elderly are easily distinguishable on this quality from other citizens. The t-test for these variables, presented in Exhibit 3, repeats the pattern noted earlier.

EXHIBIT 3

POLICE PERCEIVED COOPERATION: ELDERLY AND NON-ELDERLY MEAN SCORES

	Elderly	Non-Elderly	T Value	N	Significance Level
Entire Sample	2.54	3.77	18.93	849	$p < .001$
Southville	2.77	3.83	12.39	440	$p < .001$
Northville	2.30	3.71	14.43	409	$p < .001$

Note: Lower number more cooperative

On an allied characteristic, (perceived) pleasantness, the police evaluated the elderly more positively than they did the average citizen. More than 55% of the police rated the elderly very high on this variable, compared with a 22% figure for average citizens. More than twice as many officers thought that the elderly were much more pleasant. To the extent that the officers saw the elderly and the non-elderly as very unpleasant, 11.3% had such a view of the non-elderly, compared with 3.8% who felt the same way about the elderly. Not only are the elderly felt to be more pleasant by more police, but more officers believe that the non-elderly are more unpleasant. On this variable, too, the elderly "scored" more positively than the average citizen. The t-test figures, shown in Exhibit 4, are consistent with prior test results. The elderly are viewed as being more pleasant than the non-elderly.

About an equal number of officers see the elderly and average citizens as unique individuals, i.e., not "nearly all alike." When asked about the degree to which average citizens/elderly were "nearly all alike", 45.5% felt that there were many differences among the elderly; slightly more, 50.2% held that there were many differences among average citizens.

These data encourage the inference that the police do not stereotype the elderly any more than they stereotype the average citizen; both are generally viewed as being about equally distinguishable. In fact, very few police (6.2% in the case of the elderly and 8.8% in the instance of the non-elderly citizens) view either set of individuals as stereotyped.

EXHIBIT 4

POLICE PERCEIVED PLEASANTNESS:
ELDERLY AND NON-ELDERLY MEAN SCORES

	Elderly	Non-Elderly	T Value	N	Significance Level
Entire Sample	2.68	3.70	17.24	846	$p < .001$
Southville	2.87	3.71	10.65	434	$p < .001$
Northville	2.47	3.67	13.78	412	$p < .001$

Note: Lower number more pleasant

The t-test data for this variable indicate that the differences between the elderly and the non-elderly are not as pronounced as those for previous variables. The results, presented in Exhibit 5, also point to a marked contrast between the cities, suggesting that stereotyping is more common in Northville.

EXHIBIT 5

POLICE PERCEIVED STEREOTYPES:
ELDERLY AND NON-ELDERLY MEAN SCORES

	Elderly	Non-Elderly	T Value	N	Significance Level
Entire Sample	5.02	5.14	2.13	849	$p < .001$
Southville	4.95	4.98	.47	440	N.S. at .05 level
Northville	5.10	5.30	2.61	409	$p < .001$

NOTE: Higher number less alike

In Southville, the degree of stereotyping of the elderly and non-elderly is quite similar (means: elderly - 4.95; non-elderly - 4.98). The means for both population sub-groupings tilt toward the end of the item scale which specifies many differences among individuals. Thus, the police see equal differentiation among elderly and non-elderly individuals, dispelling (at least in this city) any contention that, compared to the non-elderly, the police tend to stereotype the elderly.

The same general conclusion holds true for Northville, except that the evaluations of the elderly and non-elderly are significantly (statistically) different. The police in Northville see many differences among individuals and significantly more differences among the non-elderly than among the elderly. The reasons for the difference between the two cities cannot be inferred from presently available data. The differences do suggest, however, that police stereotyping of population sub-groupings may vary from city to city.

There are marked differences in the police evaluation of the elderly's and the average citizens' respect for the police. Almost three out of every four officers (74.7%) indicate that the elderly are very respectful of police. In sharp contrast, only one out of every four officers (24.2%) felt the same way about the average citizen. Less than 2% of the police said that the elderly were very disrespectful; this compares with 18% of the officers who felt that non-elderly citizens were very disrespectful. The differences are substantial and, from an interpretive standpoint, very significant. By and large, on a central facet of police relations (perceived respect), the police view the elderly much more favorably than the average citizen.

The t-test results confirm the magnitude and statistical significance of the difference. The data, presented in Exhibit 6, indicate the similarity of police evaluations in the entire sample, as well as in both cities.

EXHIBIT 6

POLICE PERCEIVED RESPECT FOR POLICE:
ELDERLY AND NON-ELDERLY MEAN SCORES

	Elderly	Non-Elderly	T Value	N	Significance Level
Entire Sample	2.12	3.89	27.56	849	$p < .001$
Southville	2.30	3.97	19.06	439	$p < .001$
Northville	1.94	3.80	19.95	410	$p < .001$

NOTE: Lower number more respectful

On a related variable, the extent to which the police perceive the elderly and the average citizen to be law-abiding, the elderly are again more positively viewed by more police than are non-elderly citizens. Almost 80% of the officers held that the elderly were very law-abiding; only 28% of the officers felt that non-elderly citizens were very law-abiding. Clearly, the elderly are not seen as a criminal problem. In fact, only 1.6% of the officers (N=14) said that the elderly were not law-abiding; the comparison figure for the average citizen is 13%. These data emphatically point out that criminal activity among the elderly is simply not believed to be much of a police problem. The t-tests are consistent: in all instances (Exhibit 7) the elderly are recognized as more law-abiding than non-elderly.

EXHIBIT 7

PERCEPTIONS OF THE EXTENT TO WHICH CITIZENS ARE LAW-ABIDING: ELDERLY AND NON-ELDERLY MEAN SCORES

	Elderly	Non-Elderly	T Value	N	Significance Level
Entire Sample	2.01	3.64	27.08	849	$p < .001$
Southville	2.17	3.71	18.92	439	$p < .001$
Northville	1.85	3.56	19.40	410	$p < .001$

NOTE: Lower number more law-abiding

On a personal characteristic, (perceived) modesty, the police view the elderly as more modest than average citizens. Fifty-four percent of the police said that the elderly were very modest, while only 14% of the police had the same evaluation of the average citizen. Although not a bellweather finding, it does suggest, in concert with other information, that the elderly may be an easier segment of the population to deal with. The t-test findings (Exhibit 8) reflect the data distribution discussed above. The means reveal differences as substantial as the frequency distribution pattern. For the entire sample, the mean for the elderly is 2.6; the mean for the non-elderly is 4.1.

EXHIBIT 8

CITIZEN MODESTY AS PERCEIVED BY THE POLICE: ELDERLY AND NON-ELDERLY MEAN SCORES

	Elderly	Non-Elderly	T Value	N	Significance Level
Entire Sample	2.60	4.12	26.43	851	$p < .001$
Southville	2.72	4.20	19.45	439	$p < .001$
Northville	2.45	4.03	18.02	412	$p < .001$

NOTE: Lower number more modest

Exhibit 9 shows that the police perceive the elderly as more trustworthy than the non-elderly. More police - by a ratio of two to one - thought that average citizens were very untrustworthy, compared to the elderly (13.6% vs. 6.4%). On the other hand, almost 62% of the officers found the elderly to be very trustworthy; only about 22% had the same evaluation of average citizens. The elderly, on this variable, too, are seen differently (and more positively) than non-elderly citizens.

The variable "concerned about crime" sharply distinguished the elderly from non-elderly citizens. More than 69% of the police believed that the elderly were very concerned about crime and only a little over 6% felt that they were unconcerned. The comparable figures for the average citizen are 40.6% and 13.5%.

EXHIBIT 9

POLICE PERCEIVED LEVEL OF TRUSTWORTHINESS: ELDERLY AND NON-ELDERLY MEAN SCORES

	Elderly	Non-Elderly	T Value	N	Significance Level
Entire Sample	5.41	4.19	19.75	849	$p < .001$
Southville	5.35	4.12	14.49	440	$p < .001$
Northville	5.47	4.26	13.41	409	$p < .001$

NOTE: Higher number more trustworthy

The t-test results, displayed in Exhibit 10, reveal that the elderly, from the point of view of the police, are significantly more concerned about crime than the non-elderly.

EXHIBIT 10

POLICE PERCEPTION REGARDING CONCERN ABOUT CRIME
ELDERLY AND NON-ELDERLY MEAN SCORES

	Elderly	Non-Elderly	T Value	N	Significance Level
Entire Sample	2.35	3.30	14.35	848	$p < .001$
Southville	2.55	3.56	10.73	439	$p < .001$
Northville	2.13	3.01	9.53	409	$p < .001$

NOTE: Smaller number more concerned

In summary, these data provide very strong evidence that:

- The police differentiate between the elderly and the average citizen on a number of important characteristics;
- Overall, the police seem to view the elderly as "better" citizens than non-elderly (e.g., more cooperative, more respectful); and apparently "feel better" about the elderly (e.g., more pleasant, more trustworthy) than they do about non-elderly;
- The police do not stereotype either the elderly or the non-elderly;
- The elderly are less of a police problem than the non-elderly; and the police see the elderly as very cooperative and concerned about crime.

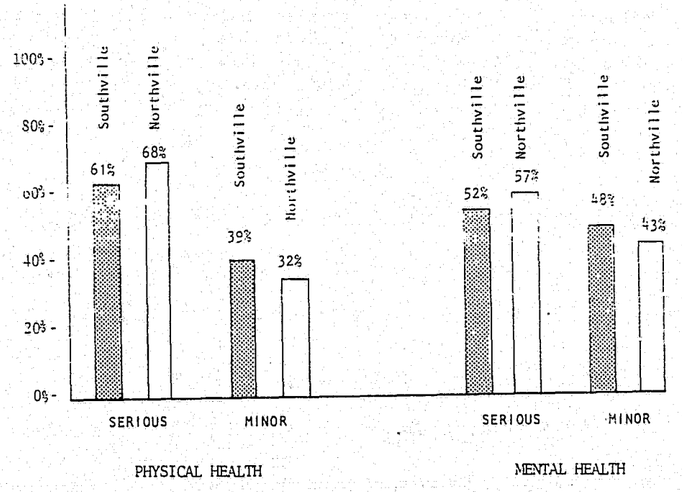
In all, these individual data points combine to create a favorable impression of the elderly by the police. The fact that Northville and Southville are quite different cities with quite different police departments serves to underscore the significance of these findings.

PERCEIVED PROBLEMS FACING THE ELDERLY

The officers were asked to give their impressions of the seriousness of the physical and mental health problems experienced by the elderly with whom they came into contact. The findings, portrayed in Exhibit 11, on the following page, reveal that physical health problems are recognized as more severe than mental health problems (65%, combined mean). And, officers in Northville consider physical and mental problems to be more serious for the elderly than do officers in Southville. A composite impression, regardless of location or type of problem, is of a sub-segment of the population at risk due, at least in part, to the encroachments of age.

EXHIBIT 11

POLICE PERCEPTIONS OF THE ELDERLY'S MENTAL AND PHYSICAL HEALTH PROBLEMS
(Percent)
(N=615)
(Northville and Southville)



The officers were asked to evaluate the extent to which lack of income and lack of friends were problems for the elderly. The data are presented in Exhibit 12. As might be expected, lack of income is rated as the more serious problem in both communities. Substantially more officers in Northville than Southville list it as a serious problem among the elderly. The officers also believe that lack of friends is a noticeable problem among the elderly in both cities; again, more serious in Northville than in Southville.

EXHIBIT 12

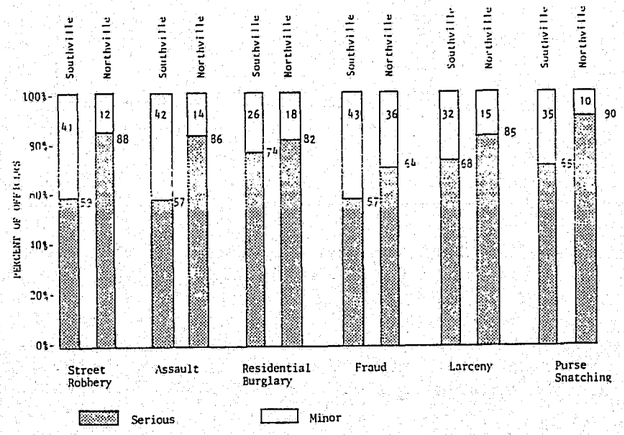
POLICE PERCEIVED PROBLEMS OF THE ELDERLY: LACK OF INCOME AND LACK OF FRIENDS (%)

	Income	Friends
Northville		
Minor	10%	34%
Serious	90%	66%
Southville		
Minor	30%	50%
Serious	70%	50%

The police were asked to evaluate the extent to which six types of crimes affected the elderly -- whether the crimes were serious or minor problems. A compilation of the responses is displayed in Exhibit 13. It shows that the police perceived all crimes to be more serious in Northville than Southville. However, overall, the data convey the unmistakable impression of two cities where, in the views of police officers, crimes amount to severe personal and social problems for the elderly. The lesser relative severity of the problem in Southville does not mitigate the perceived seriousness of the situation.

EXHIBIT 13

POLICE PERCEPTIONS OF THE EFFECTS OF CRIME ON THE ELDERLY
(Percent)
(N=711)



These data provide the basis for portraying the personal and criminal problems faced by the elderly. In summation, the elderly are generally believed to be beset by physical and mental problems, more so the former than the latter. And, they are felt to be susceptible to crimes against persons as well as crimes against property.

POLICE SERVICE PROVISION TO THE ELDERLY

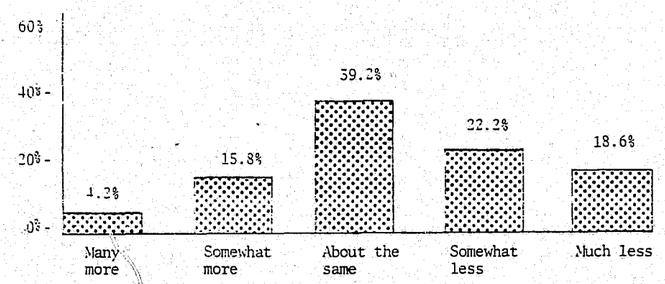
A central aspect of the police survey was to provide insights into the process of police service delivery to the elderly. Relevant questions concern the demands the elderly place on the police, problems encountered in serving older persons, the time necessary to service the elderly, referrals and referral followups. This information provides the police perspective on actual interactions with the elderly and an evaluation of the elderly as clients and service recipients.

The officers were asked if they thought that the elderly made very many service demands; 28% of the entire sample responded in the affirmative, 43% in the negative, and the remainder expressed no opinion. On this gross measure, the elderly are not seen by the police as making many demands for services. In fact, compared with non-elderly citizens, the police see the elderly as making proportionately fewer demands. More than 31% of the police said that the non-elderly citizens make many demands; only about 10% said the opposite. The police indicate that non-elderly citizens draw upon their services more than the elderly. This finding is an effective counter to those claims that the elderly make more demands upon the police than other citizens.

When asked a related question - whether the elderly make more unnecessary requests for service compared with non-elderly - the officers' responses are consistent, interesting and revealing. The data, presented in Exhibit 14, very clearly indicate that the elderly are viewed as making fewer unnecessary requests for services than the average citizen (40.8% vs. 20%).

EXHIBIT 14

UNNECESSARY SERVICE REQUESTS OF THE ELDERLY COMPARED TO AVERAGE CITIZENS: OFFICERS' EVALUATION (ENTIRE SAMPLE)
(PERCENT)
(N=549)

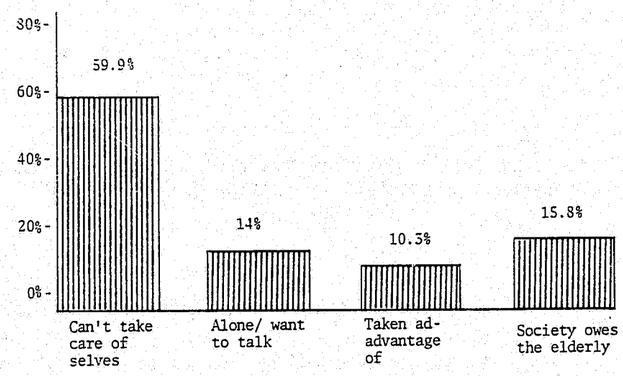


As far as the police are concerned, the elderly call them less often, and even when they do call, they more often have a valid reason for calling than non-elderly citizens. The stereotyped impression that the elderly are a serious drain on police services by making unnecessary requests, is directly contradicted by these data. The elderly could be accurately described as a more reasonable user of police services than other citizens.

An extension of the positive view police have of the elderly's use of police services is the belief, held by almost six out of every ten officers, that the elderly are entitled to more police services than citizens in other age groups. A little over 40% of the officers disagree and indicate that the elderly have no legitimate claim to more police services than citizens from other age groups. When asked why they thought the elderly were entitled to more services, the answers (displayed in Exhibit 15) indicate that most of the respondents to this question see the elderly's perceived difficulty in taking care of themselves as a sufficient justification for additional police services. The other reasons that the officers gave as justifying more service delivery to the elderly include: alone, taken advantage of, and society owes the elderly. These responses seem to indicate that some officers may adopt a "caretaker" role vis-a-vis the elderly.

EXHIBIT 15

OFFICERS' EVALUATIONS OF ELDERLY'S RIGHT TO MORE POLICE SERVICES
(Percent)
(N=292)



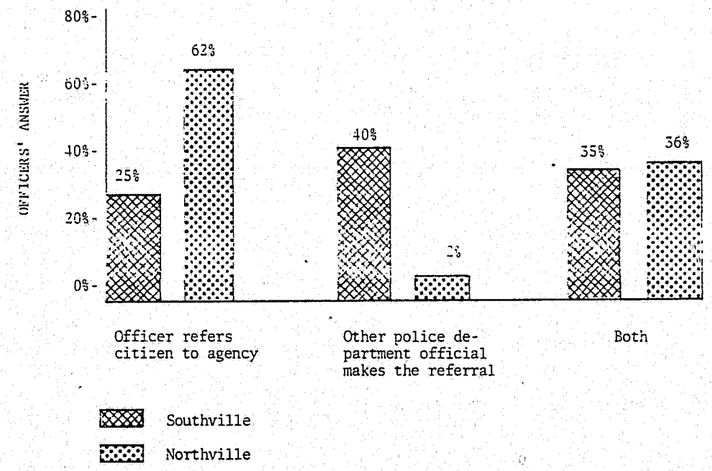
Other related inquiries revealed that more police believe that it does not take longer to provide service to the elderly than to citizens in other age groups (72%). Only 28% of the officers said that the elderly involved longer service times.

Not only do the police see the elderly in a positive light as recipients of police services, but very few officers (10%) said that they had special problems with the elderly in the past week. More than 90% of the officers in both cities indicated that the elderly had not posed any special problem. Of the 66 officers who said that the elderly had special problems, 60% (n=39) said that senility or health was the problem.

Although the general findings about elderly demands for service and service delivery show little variation between the two cities, some noticeable and meaningful differences between Northville and Southville did arise. When asked what positive action they took when the elderly needed non-police social services, the answers fell into three categories which are displayed in Exhibit 16. The major difference between the two cities concerns who refers the elderly to social service agencies. In Southville, four out of ten officers indicate that other police department officials make the referral; the similar figure for Northville is only 2%. The relationship is reversed when considering officers who said that they referred the citizen to the agency; 62% of the police in Northville gave such an answer; only 25% of the Southville officers similarly handled referrals. Southville has a substantial community service officer (CSO) program and many social service agency referrals become the responsibilities of the CSOs. This fact is the simplest and best explanation of the differences.

EXHIBIT 16

POLICE RESPONSES TO ELDERLY'S REQUESTS FOR NON-POLICE SOCIAL SERVICES
(Percent)
(N=802)



Although Southville has CSOs and Northville does not, the extent to which police officers follow up their referrals and check back to see what happened is similar in both cities, as shown in Exhibit 17.

EXHIBIT 17

POLICE OFFICER FOLLOW-UP OF SOCIAL SERVICE AGENCY REFERRALS
(RESPONSE BY CITY, IN PERCENT)

Frequency Follow-up	Southville	Northville
Very Often	11%	6%
Occasionally	34%	37%
Very Infrequently	55%	57%

The perceived departmental emphasis on referring individuals to social service agencies differs considerably. The data specified in Exhibit 18, show clear distinctions between Southville and Northville.

EXHIBIT 18

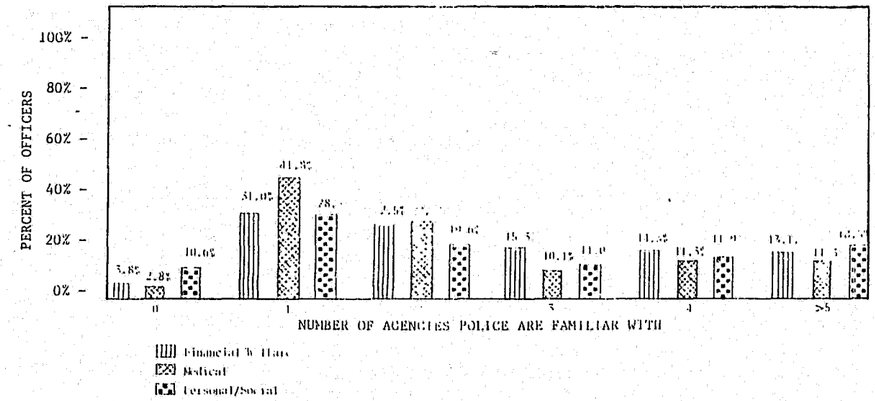
POLICE PERCEPTIONS OF DEPARTMENTAL EMPHASIS ON REFERRING CITIZENS WITH NON-POLICE RELATED PROBLEMS
(RESPONSE BY CITY, IN PERCENT)

Perceived Interest in SS/Police Referrals	Southville	Northville
A great deal	42%	24%
Some	50%	57%
None	8%	19%

The officers in both cities were asked to list the social service agencies they were familiar with in three domains: financial/welfare problems, medical problems, and personal or social problems. The findings are reported in Exhibit 19. Officers generally do not know the names of very many social service agencies; by far the modal response category is one. More than any other type of agency, most officers know the name of at least one medical social service operation. Very few officers could not name even one social agency (maximum n=48). Most officers, therefore, are usually in a position to know of one or more social service agencies to which the elderly may be directed. But it should be emphasized that this is a low level of awareness compared to the total number of existing agencies.

EXHIBIT 19

POLICE FAMILIARITY WITH SOCIAL SERVICE AGENCIES
(Both Cities: N=497)
(Maximum)



The officers were asked to evaluate medical, welfare and personal counseling social service agencies in their communities on three dimensions: quality, availability, and level of cooperation with police. Since this information is necessarily location specific, responses are controlled by city, although the differences are slight. The most useful way of presenting the data involves comparing the officers' responses to questions of quality, availability, and cooperation for each type of agency. An initial segment of the data is presented in Exhibit 20.

EXHIBIT 20

OFFICERS' COMPARISON OF THE QUALITY OF MEDICAL, FINANCIAL AND PERSONAL COUNSELING
(RESPONSE BY CITY, IN PERCENT)

Perceived Level Of Quality	Southville			Northville		
	Financial	Medical	Personal Counseling	Financial	Medical	Personal Counseling
High	17%	25%	19%	16%	22%	16%
Medium	48%	53%	56%	56%	60%	49%
Low	35%	22%	25%	28%	18%	35%

More officers located in Southville consider medical social services to be better than other kinds of social services. Also, fewest officers (22%) had generally low appraisals of the quality of medical social services. In contrast, more than a third of the officers located in Southville gave low marks to the quality of financial/welfare social services. The overall appraisal of personal counseling services falls somewhere between the evaluation of the other services.

It is interesting that the response distribution in Northville mirrors that of Southville. Medical services are most frequently evaluated highest, with personal counseling rather than financial counseling being most often ranked lowest (35%). In both communities, more police feel that medical services offer higher quality care to their clients than other types of social services.

The officers' assessment of the availability of the social services, Exhibit 21, reveals patterns similar to those noted in Exhibit 20.

In both cities, medical services are seen as the most available. Financial services in Southville and personal counseling services in Northville are considered the least available by most officers. These data closely follow the distributions presented in Exhibit 20. It is reasonable to find that officers' assessments of quality and availability are similar. Lack of availability would generally lead to lack of knowledge and an inability to evaluate the services. The data in Exhibits 20 and 21 reflect the services' relationships with their clients.

The data presented in Exhibit 22 deal with how the police see their interactions with the same agencies. These data are noticeably different

EXHIBIT 21

OFFICERS' COMPARISON OF THE PERCEIVED LEVEL OF AVAILABILITY OF MEDICAL, FINANCIAL AND PERSONAL COUNSELING
(RESPONSE BY CITY, IN PERCENT)

Perceived Level Of Quality	Southville			Northville		
	Financial	Medical	Personal Counseling	Financial	Medical	Personal Counseling
High	18%	25%	22%	20%	23%	13%
Medium	48%	46%	48%	50%	53%	49%
Low	34%	29%	30%	30%	24%	38%

EXHIBIT 22

OFFICERS' EVALUATION OF THE PERCEIVED LEVEL OF COOPERATION BETWEEN SOCIAL SERVICES AND POLICE
(RESPONSE BY CITY, IN PERCENT)

Perceived Level of Cooperation	Southville			Northville		
	Financial	Medical	Personal Counseling	Financial	Medical	Personal Counseling
High	13%	19%	23%	9%	26%	14%
Medium	48%	53%	53%	34%	52%	46%
Low	39%	28%	24%	37%	22%	40%

from the findings displayed in Exhibits 20 and 21. For one thing, although more officers in Southville said that medical services were the most available and the best quality, their perceived level of cooperation with the police is not as highly ranked. Apparently, for reasons beyond the purview of this study to assess, the policemedical services relationship in Southville is somewhat uneven. The figures for Northville are more consistent; more police rank medical service as the best, most available, and most cooperative with thepolice. The level of cooperation between the police and personal counseling services in Northville is low, and the police-financial/welfare services to the elderly are dependent upon good relationships with/and referrals from the police. The low level of cooperation reported by the police could be expected to hamper the delivery of the services.

The officers themselves believe (Exhibit 23) that increased cooperation between the police and social service agencies would improve the quality and amount of social services provided to the elderly.

EXHIBIT 23

OFFICERS' EVALUATION:
WOULD IMPROVED COOPERATION WITH THE POLICE INCREASE THE QUALITY AND AMOUNT OF SOCIAL SERVICES PROVIDED TO THE ELDERLY?
(RESPONSE BY CITY, IN PERCENT)

Perceived Improvement Through Cooperation	Southville	Northville
A Great Deal	39%	43%
Some	57%	55%
No, None	4%	2%

The feeling is widespread that improved cooperation between the police and other service providers would do much to benefit the elderly. These responses are especially noteworthy since they clearly identify an area where improvements could be realized at a relatively low cost.

The officers also believe that increased training would improve service delivery to the elderly. However, the data, presented in Exhibit 24, reveal substantial disparities between the two cities in this regard.

EXHIBIT 24

WOULD IN-SERVICE TRAINING PROGRAMS IMPROVE YOUR ABILITY TO PROVIDE EFFECTIVE SERVICE TO THE ELDERLY?
(RESPONSE BY CITY, IN PERCENT)

In-Service Training Desired	Southville	Northville
Yes	68%	92%
No	32%	8%

Officers in Southville, perhaps due to the presence of the community service officers, are less likely to believe that increased training would have an impact on service delivery than Northville officers. The difference in responses between the two cities notwithstanding, it is clear that a majority of the officers endorse (overall mean = 80.1%) increased training as a way to improve service delivery to the elderly.

The police recognize the important relationship they have with social service agencies. Very few respondents (9.5% overall) believe that referring citizens to social service agencies is a waste of time. More than 7 out of 10 officers believe that referrals are useful and worthwhile (the remainder of the respondents answered "don't know"). Making referrals for non-crime related problems is generally seen as an application of police time. Only a little more than 15% of the officers said that it is a waste of time for the police to provide non-crime services. Almost 68% held the opposite view (the rest were "don't know" responses). There is widespread support among the police for the provision of non-crime referrals and non-crime services. However, fully 38% of the police in both cities said that the failure of various city agencies to which the elderly may be referred would cause the elderly to resent the police. Only a little over 28% disagreed. The police feel that they may suffer deleterious "fallout" effects due to the non-performance of city social service agencies. This feeling may both reflect and contribute to the low level of cooperation reported earlier. While the causal patterns underlying these feelings cannot be established within the confines of this study, it is significant that the police see themselves bearing the burden for the non-performance of other agencies - the very agencies to which they must refer clients.

POLICY IMPLICATIONS

The officer survey indicates that the respondents have a generally positive image of the elderly in their jurisdictions and experience few problems in providing them with services. This suggests that from the police perspective, at least in the two departments included in this study, undertaking major efforts to improve relations between the police and older persons does not appear to be a particularly pressing concern.

There are two exceptions to this overall conclusion. First, the officers' responses indicate that much could be done to enhance the role of the police in referring elderly citizens with either crime- or non crime-related problems to those social service agencies which are best equipped to provide for their needs. The survey data reveal that the respondents engage in rather little referral activity and do not feel that they have a particularly close working relationship with non-law enforcement agencies. Explicitly recognizing the role of the police as a linking mechanism between older persons with problems and the appropriate sources of help, and establishing firmer ties between the police and social service agencies could potentially do a great deal to improve the quality of older persons' lives. And, the fact that the officers singled this out as an area where improvement is needed suggests that efforts to increase cooperation between the police and other agencies would realize some success.

Second, the officers observed that increased training might improve their ability to provide effective services to the elderly. The questionnaire did not probe into the types of training that the respondents feel might be useful; however, the fact that the officers feel that additional training could be helpful suggests that they feel inadequate in understanding older persons' problems and providing them with effective assistance.

Beyond these two police implications, this portion of the study provides few indications of what might be done to improve police services to the elderly. However, it should be noted that while the respondents' reactions to the elderly were extremely favorable, they were for the most part responding to the elderly as an abstract age grouping. It is quite possible that their positive evaluation of this age group as a whole might not be reflected in their actual dealings with individuals. It is beyond the scope of this study to do more than raise this as a caution in interpreting the data reported here. The results of this questionnaire survey indicate that most of the respondents hold positive attitudes toward the elderly. These attitudes may or may not guide the officers' professional interactions with older persons. However, for the moment, the data presented in this report tend to suggest that police dealings with the elderly may be less strained than they have sometimes been depicted. Effective arguments to the contrary will have to be based on a more detailed study.

CHAPTER II

COMPARING POLICE SERVICE PROVISION TO THE ELDERLY AND NON-ELDERLY

Methodology

Comparative service delivery data for the elderly and the non-elderly were generated through the use of a special data collection form. (See Appendix 2, for a sample form.) All patrol and traffic officers in Southville were asked to complete a short form each time they went out on service, whether the need resulted from a call for service or was self-initiated. The forms asked for information concerning the age(s) of the service recipient(s), sex, and race, a description of the service need, actions taken in response to the need, and any difficulties encountered in providing the service. Special forms were used because the department's incident report forms do not record the age of service recipients, and because it was deemed necessary to capture self-initiated officer activities as well as calls for service.

To identify potential seasonal variations in service delivery (Winter, Summer, etc.) the officers were asked to complete the service delivery forms (SDF's) in August of 1977 and February of 1978. The SDF's were filled out over an eight day period for each wave. More than 3,600 forms were completed; 2,727 were derived from the first wave, while the remainder, 916, came from the second. A third wave of service delivery forms was anticipated in the original study design. But a drastic reduction in the number of officers who completed the form in February rendered imprudent any further allocation of resources to another data collection effort. It was hypothesized that a third wave would have exhibited an increasingly deteriorated data base. Therefore, the subsequent analysis was conducted on the combined sample from the first two waves.

In addition to the substantial variation in response rates for the two periods, there were several other serious methodological problems with this part of the study. The most fundamental of these is that many officers simply refused to complete a form for each activity they undertook. As a result, the service delivery information reported here may not be considered to be an accurate portrayal of the services actually provided to citizens of different age groups during the two-eight day periods under the study. In addition, some processed forms were incomplete, were difficult to interpret, or described incidents that were so ludicrous that they had to be discarded on the grounds of implausibility. In short, this research technique yielded results that must be carefully regarded. The results are briefly reported, more to round out the study than to provide any significant insights into police/elderly interactions. At best, the comparative service delivery data offer a fragmentary glance at one aspect of police/elderly relations.

Specific service recipient needs, e.g., burglary, family dispute, traffic accident, etc., as recorded by the officers, were grouped into four distinct categories: criminal, potentially criminal, traffic and social services.

The purpose of the grouping is to identify generic areas of service rendered by the police and to establish an aggregated basis from which to compare police service delivery to the elderly and to the non-elderly. While a complete breakdown of those services which fit into each category may be found in the Appendix, the following groupings and items are an indication of how services were categorized:

- Criminal: burglary, robbery, assault, fraud, etc.,
- Potentially criminal: family dispute, argument, disorderly persons, etc.,
- Traffic: traffic accident, traffic citation, pedestrian citation, etc., and
- Social Services: medical problems, family problems, financial problems, etc.

Crime related services can be easily conceptualized. Potentially criminal activities are those which prior research and study have shown to be common precursors of criminal incidents. Traffic services were broken out as a separate category because of their frequency and relatively unique nature. Social services are those police provided services totally unrelated to crime.

Results

One of the most noteworthy findings to emerge from the service delivery data is the relatively small portion of service recipients who are elderly (60 years of age or older). Less than 13 percent of 2,705 completed reports (n=344) indicated that the service recipients were elderly. This figure is less than the proportion of elderly citizens in Southville, which was 15 percent in the 1970 census. Therefore, the proportion of calls for service made by the elderly is slightly less than the proportion of the elderly population. Conversely, the non-elderly call upon the police at a rate greater than their percentage of the population; the non-elderly account for 85% of Southville's population. (A substantial number of reports, n=939, were excluded from this calculation, since they did not list the age of the service recipient).

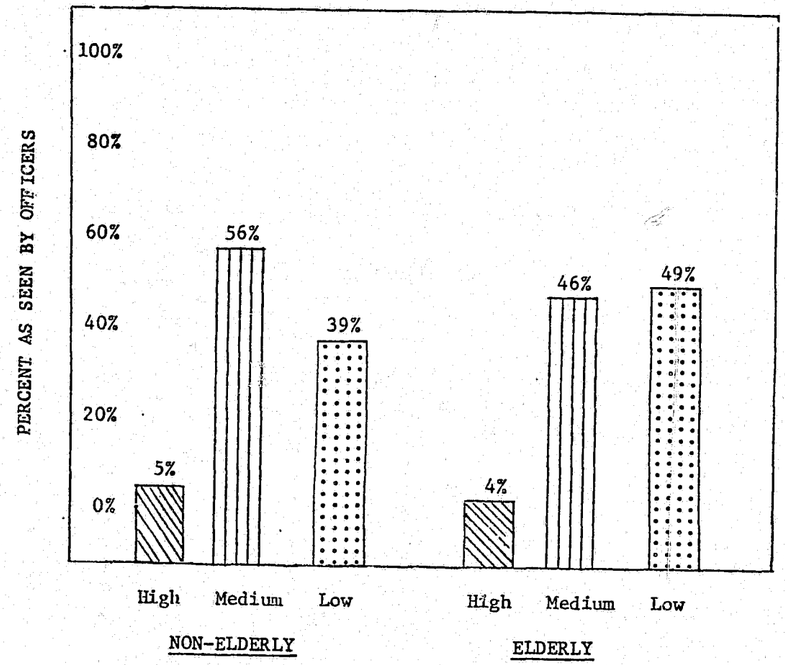
Of the elderly service recipients, 37 percent are non-white; this compares with 43 percent of the non-elderly service recipients who are non-white. Contrasted to non-elderly service recipients, elderly recipients are more likely to be white.

Sixty percent of the non-elderly service recipients are male. The comparable figure for elderly service recipients is 56 percent. That the percent of male recipients decreases as age increases is consistent with the longer life span of females.

The officers' appraisal of the financial status of the service recipients differs according to age. The data, displayed in Exhibit 25, indicate that Southville officers see elderly service recipients as being of a lower financial status than non-elderly service recipients.

EXHIBIT 25

FINANCIAL STATUS OF SERVICE RECIPIENTS: AS SEEN BY POLICE OFFICERS
(Southville)



The specific service needs of elderly and non-elderly service recipients appear to be different. The predominant non-crime need among elderly service recipients was for assistance due to traffic accidents. For non-elderly, the most common non-crime need was a family dispute. Among crime problems, the needs continued to break out differently. Burglary was the most oft-cited need of the elderly, while for non-elderly larceny was the dominant need.

Compressing the need for service into four categories provides a more general picture of the similarities and dissimilarities between the services provided to the elderly and to the non-elderly. The data, presented in Exhibit 26, show that in the case of criminal services, potentially criminal and traffic, the distribution of police services for the two populations is either identical (potentially criminal) or nearly identical (criminal and traffic).

EXHIBIT 26

TYPE OF SERVICE PROVIDED TO ELDERLY AND NON-ELDERLY CLIENTS

	Criminal[1]	Potentially Criminal[2]	Traffic[3]	Social Services[4]	Total
Elderly	40%	21%	28%	11%	100%
Non-Elderly	44%	21%	32%	3%	100%

Note: Elderly n = 307
Non-Elderly n = 2,216

1. Burglary, robbery, assault.
2. Family disputes, arguments, public disturbances.
3. Accidents, pedestrian citations, directing of traffic.
4. Medical problems, family problems, financial problems.

NOTE: A complete specification of the particular activities which comprise each of the four categories outlined in Exhibit 26 and the actual marginal distributions may be found in Appendix 3 - Service Delivery Profile - Summary of Responses.

However, in the area of social services, a difference between the elderly and non-elderly is discernable. Although the total number of social services is relatively low (total n=99), the elderly receive these services almost four times as often as the non-elderly (11 percent vs. 3 percent).

Two inferences, although very tentative in nature, tend to be supported by the data. First, the elderly seem to receive all police services except social services to only a slightly lesser extent than the non-elderly. Second, the elderly receive proportionately more social services than the non-elderly. The elderly in Southville apparently turn to the police as a provider of social services more so than do the non-elderly. Recalling the caveats which circumscribe these data, it is necessary to re-emphasize the tentativeness of the findings. Nevertheless, the data do highlight police provision of social services as an area of difference between the elderly and non-elderly.

The elderly are seen by the police as the source of somewhat more unfounded calls. Only two percent of the non-elderly's calls were judged unfounded, while fully six percent of the elderly's calls were considered

unfounded. At the generally low level of calls so designated for both segments of the population, little can be made of this finding.

Police referral of service recipients to other agencies is almost identical for elderly and non-elderly clients. Two percent of the elderly service recipients were referred to Community Service Officers (CSO's); a similar percentage of non-elderly service recipients were referred to CSO's. The figures for referrals to Social Service Agencies (SSA's) are even smaller. Less than one percent of non-elderly recipients were directed to an SSA and only one elderly service recipient was given similar information. Apparently, officers referred citizens to CSO's and SSA's at about the same rate regardless of age. However, once again, because of the very small numbers and percentages involved in these referrals, little can be made of this finding.

The time which the police took to provide services to the elderly and non-elderly was almost identical. Exhibit 27 indicates that for both the elderly and non-elderly, approximately 60 percent of the service was delivered in less than an hour.

EXHIBIT 27

TIME SPENT ON SERVICE DELIVERY CALLS
(Southville)

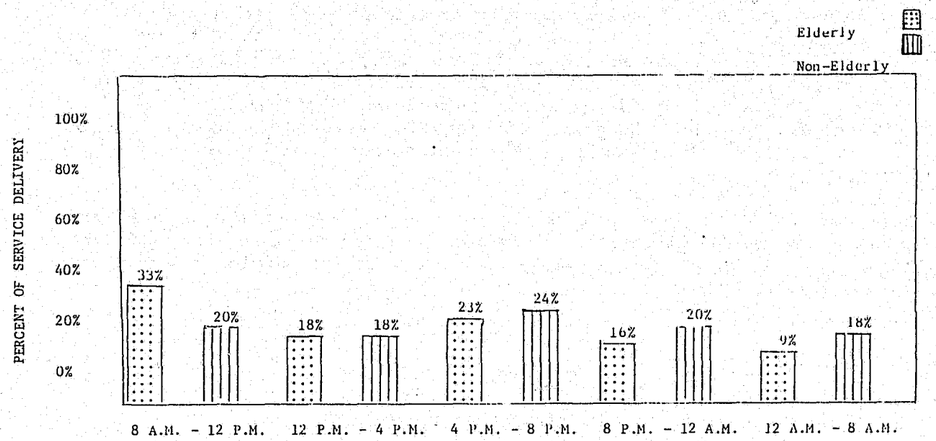
Service Time	Elderly	Non-elderly
Less than 1 hour	61%	60%
1 or 2 hours	37%	36%
More than 2 hours	2%	4%

Service delivery to the elderly and to the non-elderly varied according to the time of day. The data, portrayed in Exhibit 28, clearly establish early morning and early evening service delivery peaks for the elderly. For the non-elderly, the distribution of service delivery approximates a normal distribution. The mode service delivery time is from 4 to 8 P.M., with declining slopes on each side of the mode. The non-elderly appear to need police services on a somewhat evenly dispersed basis, peaking in the early evening hours. Based upon these data no inferences can be drawn concerning the reasons for the different need pattern of the elderly and the non-elderly.

Clearly on a gross level, there were no observed differences in the reported amount of time the police took to service the elderly and the non-elderly. Claims that the elderly take more of the police's time than the non-elderly are not supported by these data. However, lack of reliability in the data and the need to aggregate the data at gross intervals make this a tentative finding at best.

EXHIBIT 28

TIME PERIOD OF SERVICE DELIVERY: ELDERLY AND NON-ELDERLY
(Southville)



The officers were asked to specify whether, in the course of service delivery, they encountered any difficulties or problems. Of the total 2,704 cases, 2,622 reported no problems (97 percent of the non-elderly and 94 percent of the elderly). Of the remaining cases, the breakdown of type of problem encountered for age, is presented in Exhibit 29.

Clearly, "no difficulties" is the mode for the elderly and non-elderly. If the officers had problems when rendering service, however, the mode for both sub-groups is the same: complainant irrational. The dearth of officer difficulties with the elderly and non-elderly is apparently indicative of two factors:

- The elderly do not cause more difficulties for the police than the non-elderly; and
- Generally speaking, in this sample of data, the police do not have many service delivery difficulties.

EXHIBIT 29

POLICE ENCOUNTERED SERVICE DIFFICULTIES

Respondent	Irrational Complainant	Lack of or False Information	Offensive Personal Conduct	No Complainant	Officer Assaulted
ELDERLY	14	1	0	4	0
NON-ELDERLY	21	15	18	8	1

Conclusion

Two principal conclusions emerge from this facet of our examination of police service delivery to the elderly. First, the methodology employed to develop comparative police service delivery profiles for the elderly and the non-elderly proved to be entirely inadequate. This raises questions about the advisability of using similar self-reporting techniques in future studies of police work. Second, the data, although they are admittedly highly suspect, lend little support to those who argue that the elderly pose special service delivery problems for the police and should be treated as a special group.

The methodological observation is by far the more important of these two conclusions. When this study was designed, it seemed important to obtain an empirical reading of the types and volume of police services provided to the elderly and the non-elderly. The service delivery profile forms were selected as the means for capturing this information because the use of observers would have been much too costly; the necessary data could not be obtained from incident report forms; and departmental managers were enthusiastic about this research technique and felt that the officers would cooperate. As discussed above, this "promising" approach to data collection turned out to be a costly and time-consuming error.

Even in retrospect, it is not entirely clear why this procedure proved to be so ineffective. All command and supervisory personnel were thoroughly briefed on the study and agreed to cooperate. The chief issued a written order requesting the cooperation of all officers in filling out the forms. And, prior to the first wave of data collection, a senior member of the research team attended each rollcall to explain the entire study, emphasizing the importance of the forms to the officers and answering any questions they had. We can only speculate, based on informal conversations with a number of officers, that the participants looked upon the data collection process as an additional burden that they would have to shoulder and one from which they would reap little or no benefit. Since there were no official sanctions to force the officers to fill out the forms and no special rewards for those who

did so conscientiously, the officers were essentially free to use them at their own discretion. The result was the creation of an extremely dubious data base. Thus, perhaps the primary conclusion of this segment of the study is that future efforts to obtain police activity data through the large-scale use of self-reporting instruments should be undertaken with a great deal of caution. In this study, we devoted a substantial amount of time and effort to such a procedure and received a meager return.

On a substantive plane, the data do not indicate that the elderly appear to pose a special problem for the police or that they make excessive or unusual demands for police services. This is consistent with the overall findings of the two major components of this study: a survey of the elderly's attitudes toward and experiences with the police and a survey of police officers' perceptions of and professional dealings with older persons.

The survey findings show that each group tends to view the other in a generally favorable light. The survey data do not point to many areas in which there would appear to be a pressing need to undertake major efforts to improve the quality of police services provided to the elderly, and neither do the fragmentary service delivery data reported here. This is not to argue that the police can safely ignore the needs of older citizens. Rather, it is only intended to point out that the development and implementation of special, and possibly expensive, programs to assist the elderly should be preceded by a careful analysis of their particular problems and needs and an assessment of how the proposed programs might affect a department's overall priorities for improving operational effectiveness. Most programmatic changes have opportunity costs, and it could well be that efforts to improve the general quality of police services might do more to help the elderly than programs that are targeted on what are believed to be their special needs.

CHAPTER III

COMMUNITY SURVEY OF OLDER PERSONS

This chapter presents the findings of a survey of a random sample of 913 older residents in two urban jurisdictions. The survey focused on their experiences with criminal victimization; fear of crime; attitudes toward the police; and satisfaction with police services. Their responses indicate that the urban elderly's anxieties concerning crime impose limitations upon their life styles and contribute to feelings of depression and loneliness. However, despite the physical, financial and emotional suffering caused by victimization and fear of crime, the elderly expressed favorable attitudes toward the police.

METHODOLOGY

Elderly citizens in two American industrial cities, one in the north (Northville) and one in the south (Southville), were surveyed during the fall of 1977. A total of 913 citizens were interviewed; 455 in Northville and 458 in Southville. A three stage systematic random sampling procedure was employed. In the first stage, seventy-five census tracts within each city were randomly selected. During the second stage a block was randomly selected from within each tract yielding a total of seventy-five blocks in each city. For the final step a starting address and direction was randomly selected for each block. Interviewers were given the starting address and the direction they were to proceed around the block; they were instructed to continue until they had gone to twenty housing units a total of three times each or until they had completed six interviews.

The local supervisor validated at least one interview in each assignment by calling the respondent to determine if the interview had taken place, the approximate length of the interview, and the subject material covered. In addition, each interview was checked for skipped pages and unanswered sections. Where a substantial portion of the data was missing, the subject was contacted again for additional information.

Whenever possible, the race of the interviewer was matched with the expected race of the subject; this proved feasible in the majority of cases. The refusal rate for eligible households was less than ten percent in each city.

The items included in the survey instrument were designed to elicit the respondents' perceptions of the importance and quality of police services, the safety of their homes and surrounding environment, their fear of various types of crime, and their victimization experience during the past three years.

The initial version of the survey instrument was tested on twenty Northville residents. On the basis of the pretest findings, the instrument was revised, and the required administration time reduced from two and one half hours to forty minutes. Appendix 4 contains the instrument which was used in the survey.

THE SAMPLE

For the purpose of this project, an "elderly" person was defined to be any individual sixty years of age or older. Respondents' ages ranged from sixty to ninety-four with an average slightly above seventy. Twenty-five percent (232) lived in neighborhoods described by the interviewers as poor, fifty-three percent (485) lived in working class neighborhoods, and thirteen percent (118) in middle class areas. All lived within city limits. Exhibit 30 shows the sample breakdown by race and sex for each type of neighborhood.

The sample as a whole included 575 women (63%) and 338 men (37%). Five hundred and two were white (55%), 393 were black (43%). Neither race nor sex was significantly related to age in any of the neighborhood types. The racial distribution of respondents was nearly identical in both cities but significantly fewer women than men ($p < .001$) were interviewed in Northville than in Southville. Also, the Southville sample included significantly fewer subjects ($p < .001$) from poor neighborhoods than Northville.

Most of the respondents reported very low incomes. Only six percent reported that their annual income was over $10,000; sixty percent said that they receive less than $5,000 per year. Sixty-two percent felt that they could not afford more than the bare necessities for living.

There is great variety in the level of isolation which exists among the elderly. Fifty-nine percent live with someone; forty-one percent live alone. Seventeen percent have very little contact with friends or relatives. They usually eat alone and are visible or go visiting less than once a week.

The educational level of the respondents is rather low. Only half had continued their formal education beyond the eighth grade. Twenty-five percent had completed high school - but less than three percent were college graduates. Only twelve percent of the respondents currently held a full or part-time job. However, this must be recognized as a characteristic of age and not of educational level.

Responses from each of the four questionnaire content areas are presented below, together with a discussion of the relationship between subjects' sociodemographic characteristics, attitudinal variables, and survey responses concerning crime and police service delivery. Interviewers rated 66 respondents as "not very alert" during the interviews. Responses of these individuals have been deleted from all multivariate analyses.

In order to facilitate the analysis of the survey data, responses to similar or related items were sometimes grouped together to yield a composite score or index of key variables. The major composite variables are described below and defined in greater detail in Appendix 5:

NAP — Negative attitudes toward police; measures the strength of respondents' negative attitudes toward the police.

PAP — Positive attitudes toward police; measures the strength of respondents' positive attitudes toward the police.

EXHIBIT 30

SAMPLE BREAKDOWN BY SEX, RACE AND NEIGHBORHOOD TYPES*

POOR NEIGHBORHOOD

Sex	White	Black	Other	Total
Male	20	66	2	88 (38%)
Female	44	97	3	144 (62%)
TOTAL	64 (28%)	163 (70%)	5 (2%)	232

WORKING CLASS NEIGHBORHOOD

Sex	White	Black	Other	Total
Male	116	59	7	182 (38%)
Female	186	114	3	303 (62%)
TOTAL	302 (62%)	173 (36%)	10 (2%)	485

MIDDLE CLASS NEIGHBORHOOD

Sex	White	Black	Other	Total
Male	32	5	1	38 (32%)
Female	73	7	0	80 (68%)
TOTAL	105 (89%)	12 (10%)	1 (1%)	118

*Sub-totals in this and subsequent tables may not add to sample totals (N=913) due to missing data for some subjects. Tests of significance for the chi-square values indicate that, within each neighborhood type, race and sex are not significantly related.

HOME SAFETY	Measures respondents' perceptions of the safety of their homes and adjacent areas.
PUBLIC SAFETY	Measures perceptions of the safety of public areas.
LHC	Likelihood of home crime; measures respondents' perceptions of the likelihood of victimization while at home.
LSC	Likelihood of street crime; measures respondents' perceptions of the likelihood of victimization while away from home.

Reference will be made to these scales in discussing the respondents' sense of safety of their environment, their fear of crime and victimization, and their feelings about police services.

The findings from the survey are presented below under three principal headings. Fear of crime and feelings of safety will be discussed first, followed by a consideration of victimization and attitudes toward police.

FEAR OF CRIME AND FEELINGS OF SAFETY

There can be no doubt that fear of crime is a serious concern of the elderly. A national survey by Louis Harris has found that more elderly citizens (23%) consider fear of crime to be a more serious concern than any other single problem. It supercedes health, lack of money, loneliness and other difficulties frequently encountered by older people.[1] For the elderly, feelings of vulnerability and fear of physical and financial consequences of victimization may play as important a role as the statistical likelihood of victimization in determining levels of fear of crime. Increased vulnerability and diminished capacity to cope with the physical, emotional and financial effects of crime are factors which differentiate the elderly from other age groups.

It is important to distinguish between fear of crime and victimization. There is little reason to believe that the elderly are victimized more frequently than other age groups. On the contrary, there is substantial evidence that victimization rates decrease with age for most types of crimes.[2] Fear of crime, however, has been found to be greatest among the elderly and to increase with advancing age.[3] Fear may have far reaching effects on the

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[1]Harris, Louis & Associates, Inc. The Myth and Reality of Aging in America (Washington, D.C.: The National Council on the Aging, 1975).

[2]See, for example, Criminal Victimization in the United States: A Report of a National Survey (Chicago National Opinion Research Center, May 1967); and Criminal Victimization in the U.S.: 1973 Advance Report (Washington, D.C.: U.S. Department of Justice, Law Enforcement Assistance Administration, 1975).

[3]Fay Lomax Cook and Thomas D. Cook, "A Case Study of Criminal Victimization of the Elderly," Social Science Review, Vol. 501, 4, December, 1976.

quality of older persons' lives. It can lead to serious restrictions on the elderly's daily activities and can cause them to suffer from continued anxiety. It may be nearly as debilitating as actual victimization. Numerous questions in this area have yet to be explored in detail. Included among these are: Which types of crimes are most feared by the elderly? Do the elderly perceive substantial increases in the crime rate? What factors account for their fear of crime? A greater understanding of these issues is essential if successful efforts are to be made in alleviatig the elderly's fear and helping them cope more effectively with the related anxieties.

The respondents in this study were especially concerned about crimes which occur when they are away from home. The four crimes which are considered most likely to occur fall into this category, as do four of the five crimes which the elderly fear the most (see Exhibit 33). Some other findings include the following:

1. Street crime is more often perceived as having increased in recent years.

2. Empirical victimization rates may play only a minor role in determining the elderly's perceptions of the likelihood that they will be victimized.

3. The perceived likelihood of victimization accounts for roughly half of the elderly's fear of crime.

4. There are few sex differences and no age differences in perceived vulnerability.

5. Perceived vulnerability is related to the race of respondent in poor and working class neighborhoods; actual victimization rates do not fully explain the race differences.

These and other issues are discussed below in more detail.

The interviewees were asked to rate the likelihood that they would become victims of various crimes. Their responses are summarized in Exhibits 31 and 32. The elderly feel more vulnerable while away from home - they perceive a much greater likelihood of being robbed or assaulted in public places than at home, and many fear that their homes will be burglarized while they are out. When asked if they were more afraid of being victimized while at home or on the streets, 80 percent indicated that they felt more afraid on the streets while only eight percent were more afraid at home.

Further confirmation of the elderly's concern about street crime is reflected in their perceptions of the increase in crime during recent years (Exhibit 32). They perceive a greater increase in street crime than in crime in the home. Eighty percent of the interviewees reported no increase during recent years in each of the several types of home victimization (except for burglary) suggesting that there is not a strong perception that "things are getting worse" in this regard. However, three-fourths of the respondents rated at least one crime as having increased in their neighborhood during the past three years. This reinforces the image of an elderly population which fears street crime and burglary while feeling relatively secure in their homes.

EXHIBIT 31

ELDERLY'S RATINGS OF LIKELIHOOD THAT SPECIFIC CRIMES WILL HAPPEN TO THEM

(N = 900)

CRIME TYPE	PERCENT RATING		
	Most Likely	Somewhat Likely	Least Likely
1. Robbed while out	25%	42%	33%
2. Beaten up while out	17%	37%	46%
3. Home robbed while out	15%	45%	40%
4. Car or garage robbed while out	12%	31%	57%
5. Robbed while at home	10%	35%	55%
6. Home vandalized	9%	30%	61%
7. Beaten up at home	8%	26%	66%
8. Harassed at home by teenagers	8%	24%	68%
9. Prowlers or Peeping Toms	7%	27%	66%
10. Rape	5%	17%	78%

EXHIBIT 32

ELDERLY'S RATINGS OF INCREASE IN INCIDENCE OF CRIME

(N = 900)

CRIME	Increased in Past 3 Years	
	Yes	No
Robbed while out	33%	67%
Home robbed while out	30%	70%
Beaten up while out	17%	83%
Car or garage robbed while out	17%	83%
Harassed at home by teenagers	14%	86%
Home vandalized	14%	86%
Beaten up at home	10%	90%
Robbed while at home	10%	90%
Prowlers or Peeping Tom	9%	91%
Rape	7%	93%

The data provide support for the hypothesis that the actual probability of victimization is not the dominant factor in the elderly's perceptions of vulnerability. First, more than three-fourths (78%) of those responding felt that the elderly were more likely to be crime victims than younger people. This view has been strongly challenged by various victimization studies.[4] Secondly, residents of Southville rated their likelihood of victimization significantly higher than did Northville residents ($t = 6.7$, $p < .001$),[5] although our findings suggest that, as a group, Southville residents had been victimized less frequently. Finally, residents of middle class areas felt themselves more likely to be victimized than residents of either poor or working class neighborhoods, despite the higher crime rate in poorer neighborhoods (ANOVA, $p < .005$).[6] This could reflect a feeling on the part of the more prosperous respondents that they are relatively more attractive criminal targets. However, this explanation is somewhat questionable since middle class respondents did not perceive a greater likelihood of burglary than their poor or working class counterparts (ANOVA, $p < .05$). Unfortunately, the data from this study do not permit a more explicit test of the hypothesis.

Clearly, the elderly's perceptions of their likelihood of victimization reflect factors other than empirical victimization rates. It is likely that media coverage of crime and the elderly explains some of the variance in perceptions. Also, it may be that social interaction among the elderly contributes to feelings of vulnerability. For example, persons living alone felt that it was less likely that they would be victimized than did respondents who lived with others. This finding was consistent across all crime categories including breakdown by locations; street ($t = 2.86$, $p < .005$); home ($t = 3.33$, $p < .001$) and by type of crime: crime against the person ($t = 2.95$, $p < .005$) and crime against property ($t = 2.53$, $p < .01$). Results were similar for the subgroups who are the most socially isolated - those who live alone, eat alone, and have few visitors.

This finding is surprising and difficult to interpret. Living alone was not related to race. Women lived alone more frequently than men (75% of those living alone were women), but this is of little relevance since sex was generally found to be unrelated to perceived vulnerability. An intriguing possibility is that the finding may reflect the operation of a cognitive dissonance factor wherein those who live alone cope with their anxieties by denying their vulnerability. Self-selection may explain some of the differences. Perhaps those who are most fearful of victimization seek out friends or relatives to share their homes. But it may also be that those who are more socially isolated perceive less likelihood of victimization because

[4]National Opinion Research Center, op. cit.; U.S. Department of Justice, LEAA, op. cit.

[5]See Appendix 6 for a description of the t-test.

[6]See Appendix 6 for a description of the analysis of variance (ANOVA) test.

they are exposed less frequently to a grapevine which reinforces fears of victimization. Grapevines are notorious for distorting information and embellishing the more sensational aspects of a story. These and other hypotheses must remain in the realm of compelling speculation until data bearing directly on the issue become available.

Exhibit 33 presents the rankings of average "fear" and "likelihood" ratings of various crimes (Questionnaire item 27, see Appendix 4). The Pearsonian r, percent of variance accounted for (r^2), and Kendall's tau b statistic[7] are also shown.

EXHIBIT 33

RELATION BETWEEN "FEAR" AND "LIKELIHOOD" OF VARIOUS CRIMES

Crime	Fear Ranking	Likelihood Ranking	(r) Pearson* Correlation	r^2	tau b*
Robbed while out	1	1	.75	.56	.71
Home robbed while out	2	2	.68	.46	.65
Beaten up while out	3	3	.70	.49	.66
Robbed while at home	4	5	.70	.49	.67
Car or garage robbed while out	5	4	.75	.56	.71
Home vandalized	6	6	.69	.48	.64
Beaten up at home	7	7	.67	.45	.64
Rape (female subjects)	8	10	.66	.44	.64
Prowlers or Peeping Toms	9	8	.72	.52	.69
Harassed at home by teenagers	10	9	.74	.55	.50

*Measure of association between subjects "fear" and "perceived likelihood" ratings for each crime.

[7]Although the underlying metric for the two ratings is no doubt an internal scale, the tau b is a more appropriate measure of association due to the limited number of response categories (3). See Appendix 6.

The data bearing most directly upon the issue of the relationship between fear of crime and the perceived likelihood of victimization are the series of correlation between "fear" and "likelihood" of various crimes. Pearson[8] correlations (Table 33) were all significant at ($p < .001$), ranging from .66 for the association between subjects' ratings of their fear and likelihood of being raped, to .75 between the fear and likelihood of having property stolen from their lawn, car or garage while they are away. The mean for the coefficient was about .7, suggesting that the elderly's perceived likelihood of victimization accounts for only about half of the variance in their fear of crime. It is reasonable to suppose that the perceived physical, financial and emotional consequences of victimization account for much of the remaining variances. Thus, the "likelihood" factor tends to account for larger proportions of the variance in "fear" ratings for crimes which are not associated with serious harm or financial loss (e.g., property stolen from yard) and less of the variance for crimes having serious consequences (e.g., beaten up at home; see Table 33). This finding supports the hypothesis that the perceived likelihood of victimization is an important factor in determining fear of crime, but that its importance varies depending upon the seriousness of the crime and plays the largest role for crimes having low impact upon the victim.

There were no significant sex differences in the perceived likelihood of victimization for the sample as a whole. When "type of neighborhood" was controlled, there were no sex differences in working or middle class areas and no differences in the perceived likelihood of street crime among men and women living in poor neighborhoods. However, women felt more vulnerable than men to crime at home (assault, robbery, vandalism, etc.) in poor neighborhoods ($t = 2.37$, $p < .05$). Further, while men and women in all areas feel more fearful of street crime than home crime, ten percent of the women versus only four percent of the men ($p < .001$) said they were more fearful of home crime. There were no differences related to age in any type of neighborhood; respondents who were less than seventy years of age felt neither more nor less likely to be victimized than older interviewees.

There were significant race differences in perceived vulnerability in both poor and working class neighborhoods.[9] Blacks living in poor neighborhoods expressed more vulnerability than whites in poor areas, while the opposite result was obtained in working class neighborhoods. Thus, among the respondents residing in working class areas, blacks see less likelihood of crime against their person ($t = 3.95$, $p < .001$), and their property ($t = 3.55$, $p < .001$); and/or crimes occurring in the streets ($t = 2.74$, $p < .01$) and at home ($t = 4.56$, $p < .001$). In poor areas blacks feel more vulnerable than whites (person: $t = 2.31$, p .05; property: $t = 2.30$, $p < .05$; street: $t = 3.33$, $p < .001$; home: $t = 1.50$, N.S.). Such racial differences may be due to actual differences in victimization rates, to the use of varying points of comparison (e.g., blacks may have moved into working class areas after having lived in poor areas, where high crime rates serve as the basis for comparison), or other factors. In some instances, perceptions are consonant with victimization rates. For example, white working class respondents

[8]See Appendix 6 for a discussion of Pearson correlation coefficient.

[9]There were too few blacks in middle class areas (N = 12) to support meaningful comparisons.

reported higher levels of street victimization than blacks in working class neighborhoods ($p < .001$). Other findings suggest that racial differences in perceived vulnerability are not due entirely to differences in actual victimization rates: for example, race is unrelated to home victimization in all neighborhoods, and it is unrelated to street victimization in poor areas except that poor whites were more often multiple victims than were blacks, ($p < .005$). Overall, empirical victimization rates do not account for all racial differences in perceptions of the likelihood of victimization.

For the elderly, the highest costs associated with crime may not be the physical and financial consequences of victimization, but rather the depression and anxieties concomitant with the pervasive fear of crime. The perceived likelihood of victimization was found to be related to feelings of loneliness, depression, and a belief that most people are uncaring and cannot be counted upon for help in time of need. Even among those who have not themselves been victimized, fear of crime is thus associated with attitudes and feelings which can be emotionally crippling.

Conceptually, fear of crime and feelings of safety are closely related. Locations are considered unsafe because of fear of victimization. However, the effects of this fear are not entirely straightforward; the elderly feel far less safe in public than in private areas despite the fact of more numerous victimizations at home. This issue, including an examination of the precautions taken to avoid victimization, is discussed next.

It is known that the elderly go to movies, sporting events, parks, libraries, artistic performances and museums less often than younger people, and it is reasonable to suppose that this is due in part to a perception that it is unsafe to venture out, although financial constraints and physical disabilities may also account for part of the difference. The ways in which the elderly restrict their activities in order to avoid victimization and the steps which they take to increase the safety of their homes are described in this section. Our data indicate that both the likelihood and consequences of victimization are important determinants of safety ratings: public areas are considered unsafe both because victimization is more likely and also because the victim may be cut off from friends and familiar surroundings. The evidence presented in this section suggests that the urban elderly feel anxious about their safety, particularly in public areas. Furthermore, this anxiety is due in large part to their fear of crime, and it results in significant alterations in life styles and activities.

Respondents' perceptions of the safety of various public and private areas (see Appendix 4A, items 7 and 8) are strongly related to their assessments of the likelihood of victimization ($r = .49$, $p < .001$), with vulnerability to victimization explaining one-fourth of the variation in safety ratings. However, closer analysis indicates that the relationship is quite complex and at times counter intuitive.

For example, it is not evident why the relationship is substantially stronger with respect to crime at home (r = .47) than to street crime (r = .25). Moreover, in several instances, groups which feel vulnerable to victimization rate the safety of their environment higher than groups which feel less likely to be victimized. These findings are discussed below, together with responses relating to:

1. perceptions of neighborhood safety,

2. feelings about the safety of various public and private places during the day and night, and

3. precautions taken to increase safety.

Only one-fourth of those interviewed felt that their neighborhood was less safe than others. Rating the safety of their neighborhood as compared to their city as a whole, 28% rated it a great deal safer, 47% as somewhat safer, and 25% as less safe. Similarly, rating the safety of their neighborhood in comparison with other neighborhoods they knew of, only 24% rated it less safe. Residents of middle class areas see their neighborhoods as most safe, followed by working class residents. Subjects from poor areas rated their neighborhoods least safe.

Most respondents felt their homes and immediate surroundings were generally safe during the day; over 75% reported their homes, garages, and yards to be at least fairly safe during the day. As can be seen from Exhibits 34 and 35, subjects tended to rate private areas safer than public areas, and all areas tended to be rated safer during the day than during the night. A factor analysis indicated that the public/private dichotomy was a more important determinant of safety ratings than the time of day or night:

FACTOR STRUCTURE FOR SAFETY RATINGS

FACTOR "HOME SAFETY"

Item	Loadings
Safety of home during day	.92
Safety of home during night	.85
Safety of yard during day	.83
Safety of yard during night	.60

FACTOR "PUBLIC SAFETY"

Item	Loadings
Safety of mass transit during night	.86
Safety of public parks during night	.85
Safety of shopping areas during night	.85
Safety of public parks during day	.77
Safety of public transit during day	.72

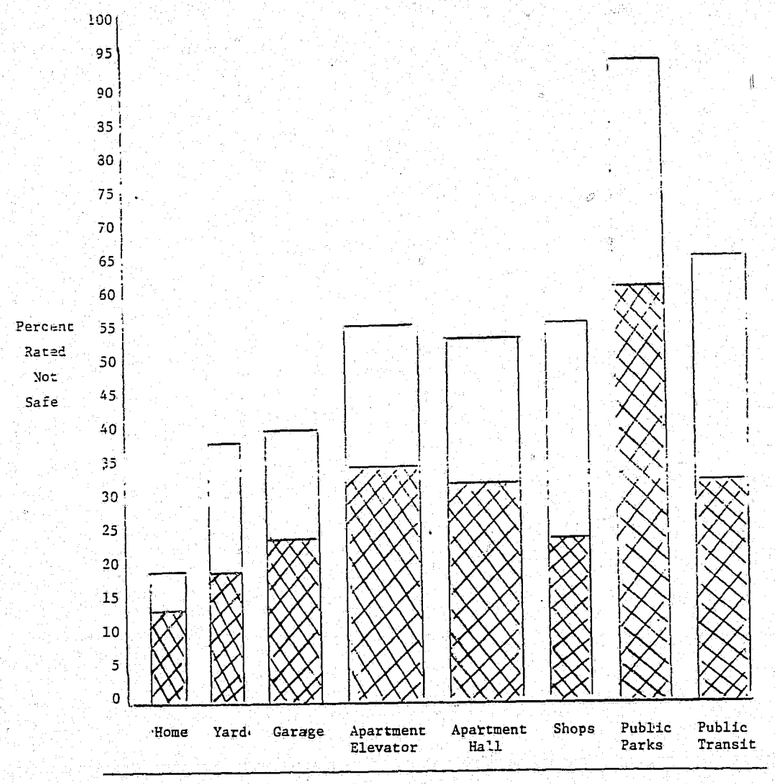
EXHIBIT 34

RATINGS OF SAFETY DURING THE DAY AND NIGHT

PLACE	DAY		NIGHT	
	Very Safe	Fairly Safe	Very Safe	Fairly Safe
Home	40%	47%	29%	52%
Garage	34%	42%	18%	45%
Yard	31%	51%	20%	40%
Apartment Elevator	30%	37%	15%	30%
Apartment Hall	24%	44%	10%	36%
Shops	20%	55%	8%	36%
Public Transit	15%	52%	5%	31%
Public Shops	10%	31%	3%	16%

EXHIBIT 35

PERCEIVED SAFETY OF PUBLIC AND PRIVATE LOCATION DURING THE DAY AND DURING THE NIGHT



The factor structure reveals that there is a strong relationship between the perceived safety of areas on each side of the public/private dichotomy, regardless of the time of day or night. This supports the earlier finding that location (i.e., home or away from home) is an important determinant of fear of crime; the elderly are far more fearful of street crime than victimization at home.

Significant differences in perceived safety were found between neighborhood types with subjects from poor areas rating their environment less safe than those from working or middle class neighborhoods. Respondents from poor areas rated both their homes and their neighborhoods as less safe than other respondents ($p < .01$).

The perceived safety of one's environment is not determined solely by the felt likelihood of victimization. When neighborhood differences in safety ratings are examined more closely, race differences emerge which are opposite of what one might expect on the basis of the vulnerability data reviewed above. Whites in poor neighborhoods rate public areas as less safe than blacks in poor neighborhoods ($t = 2.06$, $p < .05$), despite the earlier finding that blacks in these areas feel more vulnerable to street crime. Conversely, blacks in working class neighborhoods rate their homes as less safe than whites in similar areas ($t = 4.30$, $p < .001$), even though the whites feel more vlunerable to home crime. This rather surprising finding indicates that factors other than vulnerability are operative in determining perceptions of safety. Other factors may include the perceived consequences of victimization and willingness to take precautions to avoid criminals.

The first possibility is suggested by the finding that those who live alone believe the home environment to be less safe than those who live with others ($t = 5.51$, $p < .001$), even though they also perceive less likelihood of victimization. There is no difference between the two groups in their ratings of the safety of public areas. This may indicate a feeling on the part of those living alone that the consequence of victimization would be especially severe since there would be no one available to help them. Thus, while the likelihood of crime at home may be felt to be low, the home would still be thought unsafe because crime, should it occur, would have a more severe impact on those living alone. Furthermore, the subgroup of respondents who are most isolated (i.e., live alone, eat alone, seldom have visitors) rate both public ($t = 5.65$, $p < .001$) and private ($t = 2.72$, $p < .005$) areas as less safe than those who have more social contact, despite their relatively optimistic perception of their likelihood of victimization. This suggests that the feeling that their environment is unsafe is due less to a fear that they will be victimized than to a concern that, if they were victimized, there would be no one to whom they could turn for help.

A similar concern may account for some of the racial differences noted earlier. Whites in poor areas and blacks in working class areas may feel that they have few close friends and relatives to help them in a time of need, as in the case of poor elderly whites left behind as their more affluent and younger friends and relatives move out of deterioriating neighborhoods. The perception that their environment is unsafe may reflect a concern about the consequences of victimization rather than its likelihood. If street victimization - where one may be cut off from friends and familiar surroundings - is thought to have more serious consequences than victimization at home, this factor would also help explain the relatively weak association

between the perceived likelihood of street victimization and safety ratings for public areas noted previously.

A second factor which may account for some of the race differences is caution shown by avoidance of high crime areas. There is evidence that elderly whites in poor neighborhoods are more cautious than blacks. White respondents more often reported curtailing their activities, i.e., avoiding certain streets and parks, than did black respondents residing in poor neighborhoods ($t = 3.04$, $p < .005$). It may be that whites, believing that certain public areas are unsafe, are more likely to avoid them and thereby reduce their likelihood of victimization. As a result, whites may rate the areas as unsafe but feel that they are unlikely to be victimized since they avoid those areas. The data indicate that this strategy is effective in reducing anxiety caused by fear of victimization.

For the sample as a whole, sex, age, and health were all found to be related to feelings of safety. Men rated public areas safer than women ($t = 2.06$, $p < .05$); but the difference regarding safety at home did not reach significance. Respondents who were seventy years of age or younger rated both public ($t = 2.63$, $p < .01$) and home ($t = 2.36$, $p < .05$) environments safer than did older respondents. However this association may be spurious, since the only test which reached significance while controlling for neighborhood type was the age difference regarding PUBLIC SAFETY in working class neighborhoods. Finally, ratings of the safety of public areas were slightly correlated ($t = .08$, $p < .05$) with physical health i.e., ability to perform routine tasks such as house cleaning, dressing oneself, etc. (see questionnaire item #98, Appendix 4). Safety ratings declined as the degree of incapacitation increased. There was no relationship between health and HOME-SAFETY scores.

Most of the respondents had taken precautions to increase their safety. Generally, these involved adopting various defensive measures (e.g., installing extra locks, carrying a weapon) or restricting activities. Most defensive measures involved actions taken to increase the safety of the home. One-third of the subjects (36%) had done something within the last three years to improve the security of their homes. Of these, 6% added new locks to their homes, 7% installed lights in their yards, 16% burned extra lights in their home as a protective measure, 11% bought a dog, 9% kept a gun in their home, and 11% added grills or bars to their windows. One-fourth (27%) felt their new safety measures increased the safety of their homes a great deal and half (49%) felt their home safety was increased somewhat. The vast majority (92%) make sure that their doors and windows are locked whenever they leave home, even if they will be gone for only a few moments.

Fear of crime also has a significant impact on the life styles of the elderly. Seventy percent of the respondents reported some limitation of their activities as a safety measure. When asked what they did to make themselves more safe when they went out on errands away from home, 41% said they do not go outside at night; 21% said they do not go outside alone, 21% said they avoid certain streets and areas; and 8% said they avoid using mass transit. These data strongly suggest that a substantial portion of Harris' findings[10] regarding the elderly's restriction of activities is due to the

[10]Harris, Louis & Associates, Inc. 1975, op. cit.

fear of crime rather than economic or health reasons.

The degree of caution when outside the home was related to race and sex, but unrelated to age. Elderly whites reported taking more precautions than blacks in both poor ($t = 3.04$, $p < .005$) and middle class ($t = 2.06$, $p < .05$) neighborhoods; race differences did not reach significance for residents of working class areas although the direction of the relationship was consistent ($t = 1.27$, $p > .05$). Women reported taking more precautions than men in all three types of neighborhoods ($p < .05$). Surprisingly, although residents of poorer neighborhoods rated their environment as less safe than those of working class or middle class areas, they also reported being less cautious than residents of more well-to-do areas (ANOVA, $p < .05$). This is consistent with earlier findings which indicated that the middle class elderly feel a high level of vulnerability and probably reflects similar causes, i.e., the more prosperous individuals feel that they are more attractive as targets and are therefore more cautious.

Finally, there was no relationship between neighborhood types and whether interviewees had done anything to increase the safety of their homes during the previous three years. Such steps would most likely be taken in response to a high crime rate or a perception that one's home is an attractive target for criminals. These factors have different - perhaps compensating - weights in different types of neighborhoods. Residents of poor areas must cope with a high crime rate, those in middle class neighborhoods feel that there is a strong incentive for criminals to victimize them.

We have seen that the fear of crime has a debilitating effect on the urban elderly, sparing neither middle class nor poor, black nor white, male nor female. Burning extra lights and installing locks place demands upon limited incomes. Restricting activities reduces opportunities for enjoying outings and social contact. Anxieties concerning crime inevitably contribute to depression and probably play a significant role in physical and mental illness. Although it is the fear of crime rather than the amount of crime which appears to most clearly distinguish the elderly from other age groups, there is reason to believe that the consequences of victimization may also be especially severe for the elderly. The following section describes the victimization experiences suffered by survey respondents.

VICTIMIZATION

An understanding of the circumstances surrounding victimization of the elderly is important to improving police service delivery to the elderly, with respect to both crime prevention and providing support to victims. This section describes the experiences of respondents who have been victimized during the past three years. The questions explored include when and where the crime occurred; the number, age, and race of the assailants; the degree of physical injury or financial loss and the short and long term consequences of the victimization experience. The statistical findings discussed in this section do not convey the trauma associated with victimization in the way that case studies and media coverage do, but they do provide an objective basis for making policy decisions.

One hundred and forty-eight interviewees (18%) said that they had been crime victims during the past three years; one hundred and ten (three-fourths

of the victims) reported the crime to police. The responses of these two groups provide the data discussed in this section.

TYPES OF VICTIMIZATION

Exhibit 36 summarizes the interviewees' responses pertaining to types of victimization. For each crime the four columns show the number of respondents claiming to have been victims during the past year, the past three years, the number of instances of personal victimization during past three years, and the number of respondents who reported that their family or close friends had been victimized during the past three years. In some cases the same respondent reported several victimizations.

The actual "home" versus "street" victimization rates do not account for the finding reported in the previous section that the vast majority of elderly are more fearful of crime on the streets than in their homes. If the fear were rooted in actual experiences of victimization, this would imply far more instances of "street" rather than "home" crime. But the data do not support this. For example, there are 12 reported instances of "home" beatings and only eight "street" beatings during the past three years; and 87 reports of harassment by teenagers while at home versus 74 while on the street. More instances (48) of "street" robbery than robbery while at home (36) are reported, but the difference is not large enough to explain the elderly's fear of street crime. It may be that the elderly more often become aware of instances of street victimization than of home victimization due to a "grapevine" effect; there is a higher probability that a street crime will be witnessed and that the details of the incident will be distorted in the telling and retelling. This interpretation finds some support in the data relating to victimization of family and friends, which indicates that the elderly are aware of more "street" crime than crime in the home. A second, and probably more significant, factor is the amount of time spent on the street as compared to the amount of time spent at home; since the elderly spend more time in their homes than on the streets, the "street" crime rate may be far higher than the "home" rate when length of exposure is taken into consideration. This interpretation is consistent with data reported earlier which indicate that many elderly citizens restrict their outside activities as a safety measure. Finally, there may be greater trauma associated with street crime since victims are sometimes cut off from familiar surroundings and friends, thus forcing reliance on unfamiliar agents (e.g., police) as sources of assistance.

The 110 interviewees who reported their victimization to the police were asked to describe their experiences related to the crime and their interactions with the police. Approximately half (48%) of the victimizations occurred during the day and half (52%) at night. One-third of the crimes occurred on the street or in a public place and two-thirds of these were within a few blocks of home.

Half the victims (48%) were confronted by the criminals during the commission of the crime. Two-thirds (67%) of these instances involved more than one criminal. Nearly half (40%) of the victims who saw the offenders believed them to be under eighteen years of age; only 15% recognized their assailants. Three-fourths of the criminals were black, 18% white and 8% Hispanic. Half used some type of weapon; in seven instances a gun was used, seven involved a knife, and various other weapons (e.g., sticks) were used in fourteen additional cases.

EXHIBIT 36

VICTIMIZATION SURVEY

Type of Victimization	Victims Past Year	Victims Past 3 yrs	Number of Instances Past 3 yrs	Victimization of Family/Friends Past 3 yrs
Beaten up at home	5	10	12	10
Robbed while at home	17	27	36	56
Home burglarized while away	9	25	34	85
Bothered by prowlers or peeping Toms while at home	17	23	42	16
Home vandalized	10	23	47	24
Raped	1	1	1	5
Harassed at home by teenagers	16	26	87	25
Property stolen from car or garage while away	18	30	56	67
Harassed on streets by teenagers	30	36	74	36
Robbed while on the street	18	30	48	95
Physically threatened on street	12	14	23	21
Threatened with robbery on street	12	14	17	28
Beaten up while on the street	4	6	8	34
Raped or attempted rape while on street	3	3	3	6

Two-thirds of the street crime victims were alone when the crime occurred. In 38 instances other people witnessed the crime; in 54 cases there were no witnesses (18 respondents said they didn't know if there were other witnesses).

Crime is a serious problem for the elderly because, relative to other age groups, they frequently have fewer physical, financial and social resources available to help them cope with the consequences of victimization. Nearly one-fourth of the victims in the present survey reported some physical injury and two-thirds suffered financial losses. Only twelve percent of the latter group recovered any of their property and only twenty percent were reimbursed by insurance. In the majority of cases the loss amounted to more than fifty dollars, a significant sum for individuals living on low, fixed incomes. Four of those who suffered physical injury required hospitalization overnight. The persistence of the emotional trauma associated with victimization is reflected in changed life styles and feelings of vulnerability. More than three-fourths (78%) of the victims feel that the same crime is fairly likely or very likely to happen to them again. Street victimization is associated with higher levels of felt vulnerability to both street crime ($p < .001$) and crime at home ($p < .01$), and the same is true of home victimization ($p < .001$ in both instances).

More than half of the victims have made changes in their lives as a result of their victimization. Specific changes mentioned by respondents included installation of locks, burglar alarms, lights, grills on windows, purchase of a dog or weapon, avoidance of certain areas, and generally increased vigilance while out of doors. Respondents who had been victimized at home were more likey than others to take steps to make their homes safer ($p < .005$).

The experience of witnessing a serious crime may also lead to changing one's life style. Twenty-nine subjects (3%) reported witnessing a serious crime during the past three years and twenty of these believe that the experience made a lasting impression on them - they are more vigilant, less trusting, avoid going out, etc. Nineteen feel that their fear of crime has increased. However, there was no statistically significant relationship between witnessing a crime and measures of perceived vulnerability, the perceived safety of public and private areas, or caution while in public.

There were no racial differences in home victimizations in any type of neighborhood (Exhbit 37). White working class respondents reported that they had been victims of street crime more frequently than did blacks from working class areas ($p < .001$). Whites in poor areas also fell victim to street crime at a higher rate than blacks and they were particularly over-represented in the group that had been multiply victimized.

A similar finding emerged concerning the elderly who live alone: they are not disproportionately represented in the subgroup of crime victims, but they are over-represented in the subgroups which have been multiply victimized at home ($p < .05$) and on the street ($p < .001$). The data indicate that older persons who live alone do not run a greater risk of victimization, but once victimized they are more likely than others to be victimized again.

EXHIBIT 37

STREET VICTIMIZATION BY RACE, IN POOR NEIGHBORHOODS

Number of Street Victimizations, Last Three Years	WHITE	BLACK	TOTAL
None	53	147	200
One	0	10	10
Two or More	9	6	15
TOTAL	62	163	225

In all neighborhoods, victimization was unrelated to both the respondents' sex and age. Residents of poorer areas experienced more street crime ($p < .05$), but there were no differences between neighborhoods in the level of victimizations at home. There were inter-city differences with Northville residents reporting more home and street ($p < .001$) victimization. Since Southville residents felt that they were more likely to be victimized than did Northville residents, this supports the earlier finding that other factors (e.g., type and extent of media coverage of crime, social isolation of the respondent, etc.) are important determinants of the elderly's perceived likelihood of victimization.

EVALUATION OF THE POLICE

The respondents' perceptions of police performance and the role of police officers are important indicators of the quality of services provided to the elderly. Their views also provide insights into the expectations which the elderly hold for police service delivery and help to identify the characteristics of police performance which are highly valued by the elderly. To some extent, the reported perceptions may reflect the personality traits of individual respondents rather than perceived police characteristics; thus, some of the factors determining the elderly's satisfaction with police services may not be directly affected by actual police performance.

Respondents were asked a series questions designed to elicit their perceptions of:

1. police characteristics and police treatment of the elderly,
2. the importance of various aspects of the police role, and
3. the types of problems requiring police assistance.

In addition, respondents who had previous contact with the police during the past three years were asked to describe

4. the process and outcomes of the police contact, and ways in which police services to the elderly might be improved.

Responses relating to these four issues are discussed below. The interrelationships between the subjects' attitudes toward the police and their feelings of safety and vulnerability are examined, and the factors responsible for differing perceptions of the police are explored.

The most important finding is that the elderly have very favorable attitudes toward the police (Exhibit 38), although there are significant differences between racial groups and those living in different types of neighborhoods. A second interesting finding is that most respondents tended to hold consistently positive or consistently negative attitudes toward the police, but the number of people with mixed feelings was suprisingly large. There is some evidence that positive and negative perceptions represent nearly independent dimensions, determined by an overlapping but distinct set of factors. Finally, the third significant discovery is that the factors which are related to positive and negative attitudes include perceptions of police performance (e.g., frequency of patrol, response time, helpfulness, etc.) and the respondents' personality traits (e.g., general life satisfaction).

Overall, the respondents expressed very positive attitudes toward the police. Eighty-eight percent of those interviewed felt that the police have one of the most difficult jobs in our society. Nearly three- fourths (73%) believe the police to be honest and to be doing the best job they possibly can. The respondents also indicated their confidence in the police because 75% said they could turn to the police for help with any type of problem and 68% of them felt the police would come whether there had been a crime committed or not. Most of the respondents (65%) think the police come as fast as possible when needed and (61%) that they are sympathetic to crime victims.

Of the ten police characteristics evaluated by the elderly, only two items received a majority of negative responses. Almost half (45%) of the respondents felt that the police do not understand the problems of the elderly while only one-third felt that they do. This finding seems less damaging when it is noted that 60% feel that the needs of the elderly are "ignored by the general public and their elected representatives." Thus, the police are seen as one part of a large group of officials who don't understand the elderly. For the item, "police like to throw their weight around", one-third of the respondents agreed, while less than one-half disagreed. For the other eight items, negative attitudes were expressed by less than 20% of the interviewees.

There are several observations concerning the questionnaire which may give added meaning to the findings. One has to do with the wording of the individual items. When the item was phrased in a positive manner, the responses were positive. When the items were phrased in a negative manner, the responses were negative. Another observation has to do with the pattern

EXHIBIT 38

ATTITUDES OF THE ELDERLY TOWARD THE POLICE

	Agree Strongly	Agree Somewhat	No Opinion	Disagree Somewhat	Disagree Strongly
Police have one of the most difficult jobs in our society.	58%	30%	6%	4%	1%
Police are honest.	38%	35%	14%	8%	5%
Police are doing the best job they can.	41%	32%	9%	13%	4%
When I have a problem, regardless of its nature, I can turn to the police for help.	42%	32%	11%	11%	4%
Police come when you need them, whether there has been a crime or not.	40%	28%	14%	12%	6%
Police come as fast as possible when needed.	43%	22%	13%	10%	11%
Police are sympathetic to crime victims.	33%	28%	22%	11%	6%
Police don't understand the problems of the elderly.	17%	28%	23%	19%	13%
Police like to throw their weight around.	9%	22%	22%	30%	17%
Police treat everyone as potential criminals.	8%	14%	25%	29%	25%

that emerges concerning the "no opinion" column on the questionnaire. There was a consistently higher response rate in the "no opinion" column when the items were phrased in a negative manner (see items 8, 9, and 10).

The elderly's perceptions of the relative importance of various police functions were also evaluated. The response are summarized in Exhibit 39. Fast response to calls for service (87%) and honesty (86%) were rated most important of the police functions listed. Since many respondents feel that the police do not understand the problems of the elderly, it is significant that 74% rate this characteristic as "very important" and attach more importance to it than to the ability of the police to prevent (73%) and solve crimes (69%).

One of the items rated highly (71%) was, "know where people can turn for assistance with all kinds of problems". It is interesting to note that although this is considered to be very important, in actuality it is rarely used. According to the police service response forms, referrals were made in less than 3% of the cases.

It seems the elderly do not extend much concern to the criminal. The two items receiving the highest percentage of responses as being "not at all important" were "sympathy with the criminal" and "understand the problems of the criminal." The next item to be considered not at all important is "tough in dealing with people." It is interesting to note that these three items which are rated most frequently in the "not at all important" category are the same three items rated most often in the "no opinion" column.

Problems which the elderly perceive as requiring police assistance were explored by presenting respondents with a list of problems and asking whether they would call or have called for assistance in dealing with them. The problems are shown below (see Exhibit 40), together with the percentage of respondents who said they have called or would call the police for assistance. We have grouped the service demands into three categories - potentially criminal, medical and general assistance. As might be expected, the elderly are more inclined to call the police for potentially criminal and medical emergencies rather than for general assistance. Very few people, typically about five precent, said they would call police for help with non-crime, nonmedical problems. The only exception involves the loss of a pet; evidently this is often regarded as a serious problem requiring police attention. The respondents said that they could call and have in fact called police more often because of a stranger loitering near their house than for any other reason listed, including the three (items 3, 7 and 9) which are actually crimes.

Eighty-eight subjects (9.5%) reported having called police for at least one of the problems included on the list. A total of 228 respondents (25%) reported having called the police sometime in the past; three-fourths of these were satisfied with the police service they received. One hundred and ten (12%) had reported a crime to the police during the past three years. Their experiences with police contact are discussed next.

One hundred and fifty-eight respondents reported having been victimized during the past three years; forty-eight of these did not report the crime to police. Thirty-five percent of those who did not report the crime felt that

EXHIBIT 39

IMPORTANCE OF VARIOUS ASPECTS OF THE POLICE ROLE

Item	Very Important	Fairly Important	No Opinion	Not Too Important	Not At All Important
Come fast when you call	87%	9%	3%	1%	1%
Honesty	86%	11%	2%	1%	0%
Come when you call whether a crime has been committed or not	81%	13%	3%	2%	1%
Understand problems of old people	74%	20%	3%	2%	0%
Able to prevent crimes	73%	19%	4%	2%	1%
Able to solve crimes	69%	23%	4%	3%	1%
Know where people can turn for assistance with all kinds of problems	71%	21%	5%	2%	0%
Sympathy with the criminal	8%	14%	12%	24%	42%
Understand the problems of the criminal	26%	28%	13%	16%	17%
Tough in dealing with people	31%	34%	10%	17%	8%
Teach respect for the law	72%	22%	3%	2%	0%

EXHIBIT 40

DEMANDS FOR SERVICES

Problem	Would Call Police	Have Called Police
Potentially Criminal		
Stranger loitering near home	73%	3.7%
Neighbor is severely beating a child	72%	.4%
Hear strange noise in your house at night	69%	1.8%
Kids defacing public building	47%	1.5%
Unmanageable drunk in the house	40%	1.9%
Obscene phone calls	30%	1.2%
Neighbor having a rowdy party	28%	1.5%
Medical		
Person suffering chest pains	49%	2.5%
Someone fell and couldn't be moved	42%	.7%
General Assistance		
Lost pet	20%	.4%
Social Security check not issued in time	6%	.1%
Water pipe burst	5%	--
Pilot light out	4%	--
Want to find when buses run	3%	.1%

it was not serious enough to report. An additional twenty-five percent felt that the police couldn't do anything about it. Other reasons given for non-reporting, in each case by only one or two people, included embarrassment, not wanting to make trouble for the family, and the feeling that the police wouldn't believe them.

Forty-seven of the victims (43%) who reported the crime talked to someone else before calling the police; in 90% of these cases the third party either called the police (32%) or advised the victim to call the police (58%). Many (42%) reported calling the police within five minutes of the occurrence or discovery of the crime. In 20% of the cases there was a delay of at least twenty minutes and in 10% police were not notified for more than an hour after the crime occurred or was discovered.

In 91 cases (89% of the 110 persons who called the police) the police came to the scene, but 28% of the victims felt that they could have come more quickly. The duration of the initial contact with police officers varied from a few minutes to half an hour, for an overall average of about fifteen minutes. The majority of victims (55%) spoke to the police on more than one occasion concerning the crime; in all instances the contact involved only male officers.

A minority of the victims were dissatisfied with the concern shown by the police. Thirty-nine percent reported that the police were not too concerned or not concerned at all with their physical condition (not all crimes involved physical injury), and 46% reported lack of concern with their emotional condition. Thirty percent felt that the police were generally "not too sympathetic" to their plight.

The police activities most frequently recalled by the victims were driving around the neighborhood looking for suspects (38 instances), searching the area for clues (33 instances), and talking with neighbors (30 instances). These three activities were also those which were most frequently cited as tasks which the police should have done but didn't. Less frequently, victims felt that the police should have taken fingerprints, assigned a detective to the case, or taken them to the police station to look at mug shots of possible suspects. Overall, one-third of those who called the police felt that the police made very little effort to help, while 38% felt that the police made great effort and 28% some effort.

The data indicate that social service agencies are strikingly underutilized by the police as potential sources of assistance for the elderly. Less than 3% of the elderly victims were referred to social service agencies. It is safe to assume that many more of these victims were probably in need of supportive services since they have relatively few physical, financial, or social resources available to them in coping with victimization. This represents a potentially fertile area for the improvement of police services.

Twelve of the victims reported that the police solved the crime; seventy-four said they did not. Nineteen said that they didn't know but would like to be informed; only four said that they didn't know and didn't care. The vast majority (95%) said they would report the crime to police if it happened again, indicating that they retained respect for the police and confidence in their ability to provide assistance.

When interviewees were asked how police could improve their services to the elderly, the most frequent suggestion was to increase police patrol activities, followed by "take their work more seriously" and "show more personal interest" in the welfare of the victim.

In summary, throughout the various questions there is a stable percentage of 60-70% of the respondents who generally have positive feelings toward the police and feel the police are doing a good job. However, there is also a significant minority of about 25-35% who are dissatisfied with the police and their performance. It is particularly interesting to note that dissatisfaction is stronger among the elderly who have had contact with the police than among the elderly population as a whole. This finding will be examined in more detail.

Analysis relating perceptions of police to other variables employed two scales which were derived from responses to questionnaire item 18 (see Appendix 4) by using factor analysis.[11] The first measures positive attitudinal perceptions (PAP) towards police and the second measures negative attitudinal perceptions (NAP) toward police (see Appendix 5). All pairs of each scale's sub-items were significantly intercorrelated ($p < .001$), and all favorable sub-items were negatively correlated with all unfavorable sub-items (i.e., Exhibit 38, sub-items 7, 8 and 9). That is, the elderly tended to provide similar ratings for favorable sub-items and similar ratings for unfavorable sub-items. Further, those who agreed with the favorable attributes tended to disagree with the unfavorable attributes, and vice-versa. However, a substantial number of the respondents have both favorable and critical perceptions of police. For this reason and others discussed below, the two scales should be treated separately in analyzing attitudes toward police.

Several findings indicate that positive and negative attitudes toward police (i.e., PAP and NAP) are distinct dimensions which should be dealt with separately. Victimization, for example, is related to positive (PAP) but not to negative (NAP) perceptions. Those who have been victims of street crime or crimes at home have positive attitudes (PAP scores) which are significantly less favorable than non-victims ($p < .001$ for both home and street crimes), although neither type of victimization is related to differences in negative attitudes toward the police (NAP scores). On the other hand, those who are most socially isolated do not differ significantly from the remainder of the elderly sample regarding their positive (PAP) feelings, but their negative attitudes (NAP scores) reveal that they are more critical of police performance ($t = 3.63$, $p < .001$).

As further illustration of the value of examining positive and negative perceptions separately it was found that when positive and negative scores were examined separately, by race, blacks' positive attitudes were significantly more favorable toward police ($t = 2.64$, $p < .01$) and their negative feelings significantly less favorable ($t = 1.97$, $p < .01$) than whites'. When a combined summary score was used, (i.e., NAP and PAP) the individual scales compensated for each other masking important racial differences in attitudes toward police. Another example involves the effects of television on

[11] See Appendix 6 for a description of factor analysys.

attitudes toward police. When the issue was explored using the summary score, neither quantity of viewing police television programs nor the perceived accuracy of television in depicting police activities was related to perceptions of police, suggesting that television plays an insignificant role in determining attitudes toward police. However, further analysis revealed that those respondents who believe that television accurately portrays police officers have a significantly more favorable positive opinion (i.e., PAP scores; $p < .001$) and stronger negative attitudes (NAP; $p < .001$) toward the police than those who believe that television portrayals are more fictionalized. These results suggest that television may significantly reinforce both positive and negative attitudes toward police in the sub-population of those who believe that it presents an accurate picture of police work. This and the previous illustration indicate the need to examine positive and negative attitudes separately, since differences on the two scales may mask one another when only a summary measure is employed. It is inappropriate to assume that those who voice positive feelings about the police have few critical attitudes or that those who are critical are uniformly negative in their feelings.

Attitudes toward the police, as measured by the PAP and NAP scales singly and in combination, are significantly related to victimization, feelings of vulnerability, and perceptions of the safety of the environment. As noted above, street and home victimization is related to positive (PAP), although not to negative (NAP) attitudes toward police. The summary score combining both dimensions is correlated with perceived likelihood of victimization ($r = .32$, $p < .001$) and feelings of safety ($t = .43$, $p < .001$), indicating that attitudes toward police account for ten and eighteen percent of their variances, respectively. Favorable attitudes toward police are associated with feelings of low vulnerability to crime and strong feelings of safety. A more refined breakdown of the association between key variables and PAP and NAP is shown in Exhibit 41 (see Appendix 5 for scale descriptions).

EXHIBIT 41

CORRELATIONS OF PERCEPTIONS OF POLICE WITH MEASURES OF VULNERABILITY AND PUBLIC AND PRIVATE SAFETY

	LHC	LSC	HOME SAFETY	PUBLIC SAFETY
PAP	.17	.21	.26	.13
NAP	-.29	-.18	-.26	-.17

All correlations are significant at $p < .001$. Positive and negative attitudes toward the police are generally similar in the strength of their relationship to other variables. Vulnerability to street crime and feelings of safety in the street are associated less with perceptions of police than are home crime and home safety. In addition to PAP and NAP, the perceived frequency of

police patrol is also strongly associated with low feelings of vulnerability to crime ($r = .30$, $p < .001$) and with an increased belief in the safety of one's environment ($r = .34$, $p < .001$). This single factor may be as important as general perceptions of police in determining the elderly's perceptions of safety and perceived likelihood of victimization.

There were no age or sex differences in attitudes toward the police. Men and women, younger and older subjects in each of the three types of neighborhoods, (i.e., poor, working and middle class) agree about the adequacy of police services and have similar PAP and NAP scores. There were, however, significant inter-neighborhood differences. Subjects from poorer neighborhoods had less favorable attitudes toward police ($p < .001$ on both the PAP and NAP scales) than those from more affluent areas.

There were racial differences in attitudes toward police for the sample as a whole and within both poor and working class neighborhoods. In general, the attitudes of whites were more favorable. However, as previously noted, blacks in poor neighborhoods had both stronger positive attitudes and stronger negative feelings than whites. In working class areas whites' attitudes were more favorable on both the PAP ($t = 2.57$, $p < .01$) and NAP ($t = 8.13$, $p < .001$) scales. Working class blacks were more critical than whites about the level of police protection they receive ($t = 3.36$, p. .001), and black working class crime victims were more critical of investigating officers' thoroughness than were whites ($t = 2.49$, $p < .05$); there were no differences in poor neighborhoods. Overall, racial differences in perceptions of the police are more clearcut in working class areas than poor areas; there were too few black interviewees in middle class neighborhoods to support comparisons. Among those who have called police during the past three years, satisfaction with police services is not related to race, sex, age of the respondents or the type of neighborhood in which they reside.

We turn now to an examination of the factors which may account for respondents' attitudes toward the police and their level of satisfaction with police services. A number of factors were found to be related to attitudes toward police; some are beyond police control, while others involve police performance. The elderly's psychological makeup, degree of social isolation, and television viewing habits are examples of the former; response time, concern for victims, and general helpfulness are important police performance factors. The perceived frequency of police patrol was found to be related ($p < .001$) to both PAP (Eta = .16)[12] and NAP (Eta = .23) scores. The relationship between attitudes toward police and other performance measures and the respondents' personality variables will be discussed below. Television may be unique in that it is related to both favorable and unfavorable attitudes - the number of police TV shows watched was found to be unrelated to both PAP and NAP, but the belief that the shows accurately depict police activities was associated with favorable PAP scores and unfavorable NAP scores. This indicates that with respect to influencing attitudes toward police the quantity of TV viewing is less important than the viewer's assumptions regarding its accuracy.

[12]See Appendix 6 for a description of Eta.

The factors influencing perceptions of police can best be addressed through focusing on a single important question. Why do those who have had contact with the police tend to have less favorable attitudes than those who have never called the police? Does this reflect poor police performance, or did the negative attitudes precede police contact? Since the data from the present study are cross-sectional rather than longitudinal, it is impossible to definitively resolve this issue. Analyses and interpretation of relevant data are summarized here and discussed in more detail in Appendix C.

The elderly's attitudes toward police are based in part on factors which are independent of police performance. These include personality traits and more generalized attitudes such as their perceptions of the supportiveness of others, a feeling that the public ignores the needs of the elderly, and their outlook on life. It is possible that the unfavorable attitudes of those who have called police may be traced to the psychological factors rather than to deficiencies in police performance. Those who have called police differ from those who have not called them on many attitudinal variables, and in all cases the direction of the difference predisposes callers to have more unfavorable views than non-callers. For example, a feeling that the public ignores the needs of the elderly is associated with unfavorable attitudes toward police, and callers expressed this feeling significantly more frequently than non-callers.

A second line of evidence involves expectations with respect to police service delivery. Those who called police consistently reported higher expectations than those who did not call. Relative to non-callers, respondents who had called believe that it is more important that police come when called, regardless of whether a crime has been committed ($p < .001$); that they come quickly when called ($p < .001$); and that they understand problems facing the elderly ($p < .001$), etc. These heightened expectations, coupled with the adverse attitudinal sets of those who called police, no doubt account in part for their relatively unfavorable attitudes toward the police. However, it must be emphasized that even among this relatively critical segment of the elderly population, perceptions of police are generally favorable.

Multiple regression analyses[13] were conducted to assess the relative importance of attitudinal factors and perceived police performance in determining satisfaction with police services. The findings indicate that both sets of factors are important, with police performance playing the dominant role. Particularly important are response time and expression of sympathy for the victim.

In conclusion, the elderly hold very favorable attitudes toward the police, and those who have required police services generally feel satisfied with police performance. Honesty and fast response to calls for service are seen as the most important characteristics of effective police operations. Those who have had contact with police have more unfavorable attitudes than others, although this is due in part to factors which are independent of police performance (e.g., differences in personality structure and in levels of expectations between the two groups of interviewees). There is strong

[13]See Appendix 6 for a discussion of multiple regression. See Appendix 7 for description of the analyses involving perception of police.

evidence that both police performance and victims' psychological makeup are important in determining the level of satisfaction of elderly victims with police service; however, performance appears to play the larger role.

POLICY IMPLICATIONS

Widely publicized media accounts of the victimization of older citizens in combination with a widespread sympathy for the plight of the elderly whose lives often appear to be impoverished by victimization and fear of crime have led to growing demands that the police take special steps to protect and serve the elderly more effectively. The result has been the development and implementation of numerous programs to: provide special assistance to elderly crime victims; train police officers to be more sensitive and understanding in their dealings with the elderly; instruct older persons in crime prevention techniques; and establish special police units to concentrate on the elderly's crime and noncrime-related problems. On the surface, it is hard to fault these well meaning programs. However, when considered in light of the results of this and other studies and in light of the operational realities and budgetary constraints facing most departments, there are indications that such programs may not constitute the most effective use of limited police resources.

This cautionary statement is based on the following observations:

- National victimization surveys have consistently shown that the elderly have a lower level of criminal victimization than citizens in any other age group and that victimization rates decline with advancing age.[14] Thus, from an age-comparison perspective, victimization of the elderly is not as prevalent as it is often depicted in the media.

- Data from this and other studies indicate that older persons have extremely favorable attitudes toward the police - in fact more favorable than citizens in younger age groups.[15] In the most general sense,

[14]See: Philip H. Ennis, Criminal Victimization in the United States: A Report of a National Survey (Washington, D.C.: U.S. Government Printing Office, May 1967), and U.S. Department of Justice, Law Enforcement Assistance Administration, Criminal Victimization in the United States: A National Crime Panel Survey Report (Washington, D.C.: U.S. Government Printing Office, May, 1975). The findings of these surveys concerning criminal victimization of the elderly are summarized in Fay Lomax Cook and Thomas D. Cook, "Evaluating the Rhetoric of Crisis: A Case Study of Criminal Victimization of the Elderly," Social Service Review, 50 (December 1976), pp. 632-646.

[15]Michael J. Hindelag, Public Opinion Regarding Crime, Criminal Justice and Related Topics (Washington, D.C.: U.S. Government Printing Office, 1975), p. 10.

they express a high level of satisfaction with the performance of their local police departments and, while fear of crime is an important problem for many older persons, they do not appear to view this as the consequence of inadequate police performance.

- The resources available to most police departments are severely limited and appear likely to remain that way for the foreseeable future. The desirability of any program to provide special services to the elderly must be assessed not only in terms of need, but also in terms of its opportunity costs for the department - that is, in terms of other operational changes and improvements that would have to be foregone in order to provide resources for an elderly-specific program. For many departments, careful analysis might show that efforts to improve overall performance, such as redeployment of the patrol force to more closely meet workload requirements; development of more sophisticated crime analysis capabilities, creation of an improved investigative caseload management system, and so on, should rationally take precedence over special programs to assist the elderly. In fact, such general operational changes might do more to aid the elderly, along with the rest of the population, than the adoption of programs that are directed solely at their police-related concerns.

This is not meant to argue that the police can safely ignore the needs of the elderly. It is only intended as a caution that the implementation of special, and possibly expensive, programs to assist the elderly should be preceded by a careful, detailed analysis of their particular problems and consideration of how such a program fits in the department's overall priorities for operational effectiveness.

Analysis of the survey data strongly suggests that the police could play a much more active role in referring elderly citizens to social service agencies that are better equipped to handle their problems. The survey revealed that only a very small percentage of the police service recipients were referred to other sources of help. This is surprising, especially since the police are so often called to handle noncrime-related problems which fall outside their field of expertise, and since they also encounter many elderly crime victims who may be having problems coping with the physical, economic, and psychological effects of victimization. Because the public tends to turn to the police for help with such a wide variety of problems, the police are

in an excellent position to serve as a referral or finding agency, linking older persons to more appropriate sources of help for their non-law enforcement problems. The role of the police in this regard has been mentioned in the literature,[16] however, few departments have placed much emphasis on it.[17]

[16]Toward A National Policy on Aging, Final Report of the White House Conference on Aging, Volume II (Washington, D.C.: U.S. Government Printing Office, 1973), p. 235.

[17]Brostoff, in what is, perhaps, the only serious examination of the police referral function for the elderly notes that aside from one very limited project, "no attempt has been made to link up elderly victims of crime, or older people who come to the police for help when no crime has been committed, with services that might help them with the social problems that they bring to the police." Phyllis Mensh Brostoff, The Police Connection: A New Way to Get Information and Referral Services to the Elderly, in Jack Goldsmith and Sharon S. Goldsmith, eds., Crime and the Elderly: Challenge and Response (Lexington, Mass: Lexington Books, 1976), p. 149.

CHAPTER IV

NATIONAL PROGRAM REVIEW

INTRODUCTION

The primary purpose of this chapter is to present a review of state and local programs which focus upon the elderly, either as a target group or as part of the general population group, and which are organized to provide crime-related services to older individuals.[1] This program review is based on responses to a mailed survey instrument sent to known programs throughout the United States.[2]

Identification of on-going programs was made by contacting the Law Enforcement Assistance Administration, the Administration on Aging, interest groups and associations and by reviewing appropriate professional literature. In addition, over 500 Area Agencies on Aging (AAA) were invited to provide information on programs operating in their region.

While every effort was made to identify and send questionnaires to all current programs, we recognize that some may have been missed. Moreover, some of the efforts reported upon in this review may now be terminated due to loss of funding. Indeed, during the last few years federal monies delivered for the development of crime related and the elderly programs through such agencies as the Law Enforcement Assistance Administration, the Administration on Aging and the Department of Housing and Urban Development have had significant and widespread impact.

The seeding concept, on which much of the federal funding is based, implies an initial period of outside funding of activities which would become to some extent incorporated in future agency budgets. All too often, however, the loss of outside funding after three years or so results in the decline or abandonment of innovative programs. For many of the programs reviewed later in this report, life beyond federal funding is uncertain.

Survey instruments were returned by representatives of 157 programs. Of these, 38 were excluded from analysis because too little information was supplied, program functions were beyond the scope of this study, or responses were received after the deadline for submission. Thus, this report analyzes the data received from 119 progams. While we do not suggest that these programs are in any statistical sense representative of "crime and the elderly" programs generally, they do provide substantial information concerning the types of crime-related services available to the elderly across 37 states and the District of Columbia.

[1]Police efforts on behalf of the elderly, while they are an important concern of all police departments, are included only when they entail a specialized program to assist older individuals.

[2]Appendix 8 contains a copy of the instrument.

A final note of caution is in order. One component of this review was to be an assessment of program impact based on the reported experiences of individual programs. Overwhelmingly, respondents gave programs a positive rating; but when asked on what basis program evaluations were made, the typical response was "feedback". Fewer than one-quarter of the respondents indicated that any type of formal evaluation had taken place, was in progress, or was planned; only twelve programs included an external "independent" evaluation component.

Exhibit 42 contains a list of the 119 program respondents and their associated components. Of this total sample, 47 are specialized crime and the elderly programs, rather than general programs which also serve the elderly. The Exhibit provides an overview of the programs which responded to the survey. Only 16 programs had a direct community involvement component. Victim or witness assistance is provided by only 20 of the responding programs. The most common program components were crime prevention (N=80) and other crime-related services (N=57). Some programs also provided services to the elderly which were not crime-related.

While Exhibit 42 provides a general overview of the services available through programs responding to the survey, it fails to adequately describe the types of initiatives which have been taken by those programs. The next section of this chapter provides a more detailed categorization of services available to the elderly, a description of programs providing each type of service, and their relationship with local police agencies. Because this chapter focuses primarily on the crime-related needs of the elderly and because such needs are often met by programs which are directly associated with police departments across the nation, the last section of this chapter will discuss developmental aspects of the law enforcement community's efforts to provide special programs to aid older citizens.

A General Review of Program Initiatives

Respondents to the survey provided a wealth of information concerning their individual attempts to provide services to the elderly. In this chapter, public and private agency efforts to meet the needs of the elderly are organized into each of the following areas:

- victim and witness assistance
- other crime-related services
- crime prevention and public education
- noncrime-related services
- community involvement

Where programs or their components are unique and/or highly specialized for the elderly, detailed information is provided. In those cases where many programs provide essentially similar services, the service function rather than the particular program is emphasized. Supplementary program descriptions and pamphlets are provided in the appendix as indicated.

EXHIBIT 42

PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS							
			Crime-Related Services:		Non-Crime-Related Services:			Community Involvement:	
* Indicates specialized crime and the elderly program		Victim/Witness Assistance	Operation I.D.	Other	Reassurance Calls	Other	Crime Prevention	Neighborhood Watch Block Club.	Other
ALABAMA									
*Public Relations Unit** Mobile Police Department Mobile	1976 -		X	X			X		
ARIZONA									
*Sheriff's Posses** Maricopa County Sheriff's Department Phoenix	1972 -		X	X			X	X	X
*Senior Power** Phoenix Police Department Phoenix	1975 -		X	X			X		
Victim/Witness Advocate Program Pima County Attorney's Office Tucson	1975 -	X							
ARKANSAS									
Crime, Police and You Arkansas State Police Harrison	1975 -		X				X		

PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS							
* Indicates specialized crime and the elderly program		Victim/Witness Assistance	Crime-Related Services:		Non-Crime-Related Services:		Crime Prevention	Community Involvement:	
			Operation I.D.	Other	Reassurance Calls	Other		Neighborhood Watch Block Clubs	Other
CALIFORNIA									
Crime Prevention Unit Santa Cruz Sheriff's Office Santa Cruz	1976 - 77		X	X			X		
Crime Prevention, Victim/Witness Assistance Program Community Resource Involvement Council Pasadena	-	X							
Conference on Aging College of the Desert Palm Desert	1974 -						X		
*Consumer Information Protection Program for Seniors (CIPPS)** Crime Prevention Unit, Office of the Attorney General, Department of Justice Los Angeles	1972 -						X		
Riverside County Ombudsman Program Riverside	1975 -					X			

PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS							
			Crime-Related Services:		Non-Crime-Related Services:			Community Involvement:	
* Indicates specialized crime and the elderly program		Victim/Witness Assistance	Operation I.D.	Other	Reassurance Calls	Other	Crime Prevention	Neighborhood Watch Block Clubs	Other
CALIFORNIA (con't)									
Office of Victim Assistance Services Fresno County Probation Department Fresno	1975 -	X							
COLORADO									
Colorado Crime Check Colorado Bureau of Investigation Denver	1976 - 79		X	X			X	X	
CONNECTICUT									
*Home Care Demonstration Project** Northwest Connecticut Area Agency on Aging Waterbury	1976 - 78					X			
DISTRICT OF COLUMBIA									
Economic Crime Project National District Attorney's Association Washington	1973 - 78						X		

CONTINUED

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PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS							
* indicates specialized crime and the elderly program		Victim/Witness Assistance	Crime-Related Services:		Non-Crime-Related Services:		Crime Prevention	Community Involvement:	
			Operation I.D.	Other	Reassurance Calls	Other		Neighborhood Watch Block Clubs	Other
FLORIDA									
*Security for the Elderly** Office of Crime Prevention St. Petersburg	1977 - 78			X			X		
Project Concern Office of Crime Prevention St. Petersburg	1976 - 79	X	X	X			X		
Junior Deputy League Pinellas County Sheriff's Department Largo	1958 -		X	X					
Senior Power Sarasota Police Department Sarasota	1974 -		X	X			X		
*Crime, Safety and the Senior Citizen** Miami Beach Police Department Miami Beach	1976 -		X				X		
Victim Advocate Program Fort Lauderdale Police Department Fort Lauderdale	1974 -	X							

PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS								
			Crime-Related Services:		Non-Crime-Related Services:			Community Involvement:	
* Indicates specialized crime and the elderly program		Victim/Witness Assistance	Operation I.D.	Other	Reassurance Calls	Other	Crime Prevention	Neighborhood Watch Block Clubs	Other
FLORIDA (con't)									
*Crime Prevention Workshops** Broward Community College Fort Lauderdale	1977 -						X		
Victim Assistance Program Clearwater Police Department Clearwater	1977 - 78	X							
GEORGIA									
Crime Prevention Unit Valdosta Police Department Valdosta	1976 -				X		X		
ILLINOIS									
Crime Prevention Unit Sangamon County Sheriff's Department Springfield	1974 - 79						X		X
WhistleSTOP Edgewater Community Council Chicago	1972 -						X		X

PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS						
* indicates specialized crime and the elderly program		Victim/Witness Assistance	Crime-Related Services:		Non-Crime-Related Services:		Crime Prevention	Community Involvement:	
			Operation I.D.	Other	Reassurance Calls	Other		Neighborhood Watch Block Clubs	Other
CHICAGO (con't)									
*Demonstration Project** Mayor's Office for Senior Citizens and Handicapped Chicago	1977 - 79	X		X			X	X	X
Crime Prevention Unit Chicago Police Department Chicago	-		X				X		
*Crime Prevention for Senior Citizens** Franklin Park Police Department Franklin Park	1977 -						X		
Crime Prevention Bureau Chicago Heights Police Department Chicago Heights	1973 - 77						X		
Crime Prevention Bureau Morton Grove Police Department Morton Grove	1976 - 77						X		
Crime Prevention Bureau Tinley Park Police Department Tinley Park	1976 - 79			X			X		

PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS							
			Crime-Related Services:		Non-Crime-Related Services:			Community Involvement:	
* Indicates specialized crime and the elderly program		Victim/Witness Assistance	Operation I.D.	Other	Reassurance Calls	Other	Crime Prevention	Neighborhood Watch Block Clubs	Other
ILLINOIS (con't)									
Crime Prevention and Victim/Witness Advocate Unit Evanston Police Department Evanston	1975 -	X	X	X			X		
*WhistleSTOP** Berwyn-Cicero Council on Aging Cicero	1977 -						X		X
*Operation Reassurance** Department of Public Safety Glencoe	1975 -			X	X				
Crime Prevention/Community Relations Unit Elgin Police Department Elgin	1975 -		X	X			X		
INDIANA									
*Senior Citizens Lock Project** South Bend Police Department South Bend	1973 -			X			X		

PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS							
			Crime-Related Services:		Non-Crime-Related Services:			Community Involvement:	
* indicates specialized crime and the elderly program		Victim/Witness Assistance	Operation I.D.	Other	Reassurance Calls	Other	Crime Prevention	Neighborhood Watch Block Clubs	Other
INDIANA (con't)									
Symposium on Safety Evansville Police Department Evansville	1974 -		X	X			X	X	X
*Security for the Elderly** Area Nutrition Sites Logansport	1976 -					X			
Concerned Neighbors Crime Watch Program Mayor's Office Indianapolis	1976 -	X	X	X				X	X
Victim Assistance Program Indianapolis Police Department Indianapolis	1975 -	X							
IOWA									
Des Moines Police Department Des Moines	1976 -						X		
*Safeguards for Seniors** Project Concern Dubuque	1977 -			X			X		

PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS							
			Crime-Related Services:		Non-Crime-Related Services:			Community Involvement:	
* indicates specialized crime and the elderly program		Victim/Witness Assistance	Operation I.D.	Other	Reassurance Calls	Other	Crime Prevention	Neighborhood Watch Block Clubs	Other
KANSAS									
Crime Prevention Unit Wichita Police Department Wichita	1977 -						X		
Regional Crime Prevention and Police Training Unit Southeast Kansas Regional Planning Commission Chanute	1976 - 77						X		
KENTUCKY									
Crime Prevention Unit Covington Police Department Covington	1973 -		X	X					
*Crime Prevention for Senior Citizens** Louisville Division of Police Louisville	1973 - 75		X	X			X	X	

PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS							
* indicates specialized crime and the elderly program		Victim/Witness Assistance	Crime-Related Services:		Non-Crime-Related Services:		Crime Prevention	Community Involvement:	
			Operation I.D.	Other	Reassurance Calls	Other		Neighborhood Watch Block Club	Other
MARYLAND									
*Baltimore City Crime Prevention Program for the Elderly** Mayor's Coordinating Council on Criminal Justice and Commission on Aging and Retirement Education Baltimore	1976 -						X		
*Crime Prevention for the Elderly** Montgomery County Police Department Rockville	1975 - 78	X	X	X			X		
MASSACHUSETTS									
Operation I.D. Natick Council of Aging Natick	1975 -		X						
*Senior Citizens Security Program** Commission on Affairs of the Elderly Boston	1975 - 78	X	X				X		

PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS							
* indicates specialized crime and the elderly program		Victim/Witness Assistance	Crime-Related Services:		Non-Crime-Related Services:		Crime Prevention	Community Involvement:	
			Operation I.D.	Other	Reassurance Calls	Other		Neighborhood Watch Block Clubs	Other
MICHIGAN									
Crime Prevention Unit Michigan State Police Flint	1974 -		X	X			X	X	X
Crime Prevention Bureau Kalamazoo Police Department Kalamazoo	1973 -		X	X			X		
*Crime Prevention and the Senior Citizen** Buena Vista Police Department Saginaw	1977 - 79			X			X		
Downtown Observation Volunteer Envoy (D.O.V.E.) Guiding Light Mission Grand Rapids	1976 -					X			
*Life Information for Emergencies (LIFE)** Holland Police Department Holland	1977 -		X	X		X			
Crime Prevention Unit Benton Harbor Police Department Benton Harbor	1974 - 77		X	X			X		

PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS							
* indicates specialized crime and the elderly program		Victim/Witness Assistance	Crime-Related Services:		Non-Crime-Related Services:		Crime Prevention	Community Involvement:	
			Operation I.D.	Other	Reassurance Calls	Other		Neighborhood Watch Block Clubs	Other
MICHIGAN (con't)									
*Crime and the Elderly** Monroe County Senior Citizens Adult Education Program Monroe	1976 -						X		
Vial of Life Commission for Aged/Beford Senior Citizens Temperance	1976 -					X			
MINNESOTA									
Crime Prevention Unit Bemidsi Police Department Bemidsi	1975 -		X	X			X		
*Crime Cautions for Seniors** Minneapolis Police Department Minneapolis	1976 -		X	X			X		
MISSISSIPPI									
Telephone Reassurance Corinth Fire Department Corinth	1968 -				X				

PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS							
			Crime-Related Services:		Non-Crime-Related Services:			Community Involvement:	
* indicates specialized crime and the elderly program		Victim/Witness Assistance	Operation I.D.	Other	Reassurance Calls	Other	Crime Prevention	Neighborhood Watch Block Clubs	Other
MISSOURI									
*Senior Home Security Program** Mayor's Office on Aging St. Louis	1976 - 78		X	X	X	X	X		
*Aid to Elderly Victims of Crime** Mid-America Regional Council Kansas City	1975 - 77	X	X	X			X	X	
NEW JERSEY									
Operation Reassurance Haworth Police Department Haworth	1973 -				X				
NEW MEXICO									
Crime Prevention Unit Chavas County Sheriff's Office Roswell	1977 -						X		
Crime Prevention Gallup Police Department Gallup Women's Club Gallup	1977 -		X	X			X		

PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS							
			Crime-Related Services:		Non-Crime-Related Services:			Community Involvement:	
* Indicates specialized crime and the elderly program		Victim/Witness Assistance	Operation I.D.	Other	Reassurance Calls	Other	Crime Prevention	Neighborhood Watch Block Clubs	Other
NEW YORK									
*Senior Citizens Robbery Unit** New York Police Department Bronx	1974 -	X					X		
Victim Assistance Program Rochester Police Department Rochester	1976 - 78	X							
Neighborhood Watch Program Monroe County Sheriff's Department Rochester	1975 -		X	X			X	X	X
Crime Victims Compensation Board Albany	1967 -	X							
Crime Prevention Unit Troy Police Department Troy	1976 -			X			X		
*Legal Counseling for the Elderly Project** Legal Aid Bureau of Buffalo, Inc. Buffalo	1975 -			X			X		

PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS							
		Victim/Witness Assistance	Crime-Related Services:		Non-Crime-Related Services:		Crime Prevention	Community Involvement:	
* Indicates specialized crime and the elderly program			Operation I.D.	Other	Reassurance Calls	Other		Neighborhood Watch Block Clubs	Other
NEW YORK (con'L)									
Senior Crime Institute Center for Executive Development and Public Safety Management State University of New York Albany	1977 - 80						X		
*Youth Escort Service/Legal Counseling for Elderly** Oneida County Office for the Aging Utica	1974 -			X		X			
Community Crime Prevention Program Utica Police Department Utica	1977 - 78		X	X			X		
Community Relations Division Poughkeepsie Police Department Poughkeepsie	1973 -		X	X			X		
Crime Victims Assistance Program St. Francis Hospital Poughkeepsie	1976 - 77	X							

PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS							
* Indicates specialized crime and the elderly program		Victim/Witness Assistance	Crime-Related Services:		Non-Crime-Related Services:		Crime Prevention	Community Involvement:	
			Operation I.D.	Other	Reassurance Calls	Other		Neighborhood Watch Block Clubs	Other
NORTH CAROLINA									
*Crime Prevention Program** Mecklenburg County Council on Aging/Charlottee Police Department Charlotte	1976 -		X	X			X	X	
Community Watch Buncombe County Sheriff's Department Asheville	1974 -		X				X	X	
Banner Elk Police Department Banner Elk	1973 -			X					
OHIO									
Seniors Against Crime * Ohio Commission on Aging Columbus	1977 -						X		
*Senior Safety and Security Program** Cuyahoga County Area Agency on Aging Cleveland	1974 - 79		X	X			X		

PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS							
			Crime-Related Services:		Non-Crime-Related Services:			Community Involvement:	
* Indicates specialized crime and the elderly program		Victim/Witness Assistance	Operation I.D.	Other	Reassurance Calls	Other	Crime Prevention	Neighborhood Watch Block Clubs	Other
OHIO (con't)									
Senior Power/Neighbor-to-Neighbor Watch Mansfield Police Department Mansfield	1976 - 79		X	X				X	
OKLAHOMA									
*Law Enforcement for the Aged** Eastern Oklahoma Development District Muskogee	1975 - 78						X	X	
OREGON									
*Senior Citizen Crime Prevention Program** Cottage Grove Police Department Cottage Grove	1975 -		X	X					
*Older Americans' Crime Prevention Research Program** Multnomah County Division of Public Safety Portland	1975 - 77			X			X		

PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS							
			Crime-Related Services:		Non-Crime-Related Services:			Community Involvement:	
* Indicates specialized crime and the elderly program		Victim/Witness Assistance	Operation I.D.	Other	Reassurance Calls	Other	Crime Prevention	Neighborhood Watch Block Clubs	Other
OREGON (con't)									
*Project S.A.F.E.** Multnomah County Community Action Agency Portland	1977 - 78		X	X			X		
Crime Prevention Unit Seaside Police Department Seaside	1976 - 77		X	X			X		
PENNSYLVANIA									
Police Elderly Project[4] Citizens Crime Commission of Philadelphia and Philadelphia Police Department Philadelphia	1977 - 78	X		X			X		
Bureau of Community Services Pennsylvania State Police Harrisburg	-						X		
Pittsburgh Alliance for Safer Streets (PASS) American Friends Service Committee Pittsburgh	1976 -						X	X	

PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS							
			Crime-Related Services:		Non-Crime-Related Services:			Community Involvement:	
* indicates specialized crime and the elderly program		Victim/Witness Assistance	Operation I.D.	Other	Reassurance Calls	Other	Crime Prevention	Neighborhood Watch Block Clubs	Other
PENNSYLVANIA (con't)									
*Senior Safety Project** Women's Action Coalition, Inc. Delaware County Victim Service Center Wallingford	1976 - 77	X					X		
RHODE ISLAND									
Crime Prevention Program Rhode Island Police Chief's Association East Providence	1977 -		X				X	X	
SOUTH CAROLINA									
Police and Community Together (P.A.C.T.) Charleston County Police Department Charleston Heights	1975 -			X		X	X		

PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS							
* Indicates specialized crime and the elderly program		Victim/Witness Assistance	Crime-Related Services:		Non-Crime-Related Services:		Crime Prevention	Community Involvement:	
			Operation I.D.	Other	Reassurance Calls	Other		Neighborhood Watch Block Clubs	Other
SOUTH DAKOTA									
Crime Prevention Department of Public Safety - Highway Patrol Pierre	-		X				X		
Institute for Enrichment of Later Life Gerontology Education, Training and Community Education Sioux Falls	1973 -						X		
TEXAS									
*Police/Older Adult Training Program** Dallas Geriatric Research Institute Dallas	1975 - 76						X		
*Older Americans Legal Action Center** Dallas Legal Services Foundation, Inc. Dallas	1974 -					X			

PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS							
* Indicates specialized crime and the elderly program		Victim/Witness Assistance	Crime-Related Services:		Non-Crime-Related Services:		Crime Prevention	Community Involvement:	
			Operation I.D.	Other	Reassurance Calls	Other		Neighborhood Watch Block Clubs	Other
TEXAS (con't)									
Community Services Division Dallas Police Department Dallas	1968 -		X			X			
Crime Prevention Unit Victoria Police Department Victoria	1975 -		X	X					
Texas Crime Prevention Institute Southwest Texas State University San Marcos	1974 -						X		
Crime Prevention Unit El Paso Police Department El Paso	1976 -	X					X		
UTAH									
District One Crime Prevention Unit Brigham City Police Department Brigham City	1974 - 77						X		
*Protection of Senior Citizens** Ute Tribal Police Department Fort Duchesne	1960 -			X					

PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS							
* indicates specialized crime and the elderly program		Victim/Witness Assistance	Crime-Related Services:		Non-Crime-Related Services:		Crime Prevention	Community Involvement:	
			Operation I.D.	Other	Reassurance Calls	Other		Neighborhood Watch Block Clubs	Other
UTAH (con't)									
*Senior Citizens Hotline Program** Salt Lake City Police Department Salt Lake City	1975 -			X	X				
VIRGINIA									
Citizen Services Bureau Lynchburg Police Department Lynchburg	-		X	X			X		
Crime Prevention Unit Williamsburg Police Department Williamsburg				X			X		
WASHINGTON									
*Crime Prevention Program** Mason County Senior Center Shelton	1975 -		X	X			X	X	
Home Inspection Program Takoma Police Department Takoma	1976 -		X	X					

PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS								
			Crime-Related Services:		Non-Crime-Related Services:			Community Involvement:	
* Indicates specialized crime and the elderly program		Victim/Witness Assistance	Operation I.D.	Other	Reassurance Calls	Other	Crime Prevention	Neighborhood Watch Block Clubs	Other
WASHINGTON (con't)									
*Retired Executive Volunteer Program** Project Reassurance Edmonds Police Department Edmonds	1974 -		X	X	X		X		
Retired Senior Volunteer Program (RSVP) Bellingham	1972 -		X	X					
Senior Volunteer Action Team Retired Senior Volunteer Program (RSVP) Kennewich	1976 -		X	X			X		
WEST VIRGINIA									
*Operation Lifeline** Huntington Police Department Huntington	1974 -		X	X	X		X		X
Crime Prevention/Education Program West Virginia State Police Company "C" Elkins	1972 -						X		

PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS							
			Crime-Related Services:		Non-Crime-Related Services:			Community Involvement:	
* Indicates specialized crime and the elderly program		Victim/Witness Assistance	Operation I.D.	Other	Reassurance Calls	Other	Crime Prevention	Neighborhood Watch Block Club:	Other
WEST VIRGINIA (con't)									
*Telephone Checks** Bluefield Police Department Bluefield	1975 -				X				
WISCONSIN									
*Neighborhood Security Aide Program** Milwaukee County Sheriff's Department Milwaukee						X	X		
Adult Services Unit Eau Claire County Department of Social Services Eau Claire	1972 -					X			
Office of Consumer Protection Department of Justice Madison	1970 -						X		
WYOMING									
*North Big Horn Senior Citizens** Lovell Public Schools Lovell	1972 -					X	X		

VICTIM AND WITNESS ASSISTANCE

The elderly often require special assistance during the investigation and prosecution of cases in which they are victims or witnesses. Medical attention, financial assistance, or psychological support can substantially reduce the impact of victimization on an older person. Whether for the elderly exclusively or for the general public, the programs discussed below are designed to meet these needs of victims and witnesses and to serve as important resources for criminal justice agencies.

Police-Based Victim Services

Of the 20 victim/witness assistance programs responding to the survey, nine specifically entail direct service delivery by police departments. Police-based programs differ in the nature of assistance offered and in the eligibility requirements for recipients.

In Rochester, New York; Indianapolis, Indiana; and Evanston, Illinois;, police departments provide direct long-term services to victims and witnesses, beginning with the incident and continuing through the court process. Using both sworn personnel and civilian employees these programs illustrate a variety of possible service and advocacy strategies within a police department context.

Rochester's Victim Assistance Program, which was begun with a two-year Law Enforcement Assistance Administration grant, operates a Victim Service Center which serves as a central information and referral service for victims and their families. The program's goals are to reduce victim and witness alienation and to increase their participation in prosecution. The Center serves persons of all ages, and efforts are under way to increase the number of elderly clientele through outreach programs to senior citizens' groups.

For the duration of each case in which he becomes involved, a Victim Service Worker at the Center acts as a liaison between the criminal justice system and the client. Services offered include: assistance in filing state victim compensation forms and securing public assistance or federal Supplemental Security Income funds; arranging meetings with court personnel; obtaining court case and property status information; and providing referrals to community mental health resources. Among the more innovative functions of the Center are: monitoring restitution cases, home and hospital visitations, interpreting services for Spanish-speaking clients, transportation to and from court or social service agencies, and sending periodic letters to victims and witnesses regarding court appearances and case dispositions.

The Indianapolis Police Department Victim Assistance Program is somewhat more restrictive than the Rochester program in eligibility criteria and the scope of its activities. To qualify for assistance, victims must have no immediately available personal resources and must be willing to prosecute (unless there are extenuating circumstances). Victims sustaining loss or injury resulting from good samaritan intervention are also eligible for assistance. Victim contact is generally initiated through referrals from city, county and state police, but program staff initiate contacts with elderly victims of purse snatching and robbery and act as liaison between detectives and elderly victims. Program staff also notify the victim's family and provide referrals

and counseling on a 24-hour basis. Additionally, they provide victims with information about the criminal justice system through the final disposition of the case and, when necessary, provide transportation for court appearances.

The Evanston Police Department Victim/Witness Advocacy Unit is based in the Community Relations - Crime Prevention Division. The Advocacy Unit was created to provide services and information to victims and witnesses and to improve cooperation between the criminal justice system and the community. Available on a 24-hour basis for emergency services, Victim Advocates provide referral information, assistance in filing crime victim compensation forms, and court transportation when necessary. The advocates have recently expanded their speaking engagements to include greater outreach to the elderly.

In Florida, two victim service projects have been developed by police departments to supply direct short-term services. The Ft. Lauderdale and Clearwater Victim Advocate Programs provide 24-hour emergency support, transportation and referral services. While neither of these programs was designed exclusively for elderly victims of crime, Clearwater reports that 40-45% of their caseload involves persons over age 60.

Three police departments report having victim services which have been specifically designed for older persons. The Montgomery County (Maryland) Crime Prevention for Seniors Program and the El Paso (Texas) Crime Prevention Unit contact older victims to provide social service agency referrals, criminal justice system information and crime prevention materials. Philadelphia's Police/Elderly Project initiates visits with victims over age 60 within 24 hours of a crime with follow-up contacts seven and fourteen days thereafter to ensure that victim needs have been met.

The New York Police Department's Bronx Senior Citizens Robbery Unit, established to improve the investigations of robberies and confidence games involving the elderly, also offers specialized victim services including referrals, telephone court standby and transportation both to court and to the Mayor's Office on Aging when further assistance is required.

Alternate Agency Victim Services

Survey responses indicate that many different public and private organizations administer victim assistance programs. Where services are targeted primarily for the elderly, the federally-designated Area Agencies on Aging are often key resources. Regardless of the age of service recipients, however, police and other criminal justice agency personnel are essential sources of support for effective programs. A good working relationship between victim service personnel and criminal justice personnel can result in effective assistance to victims, increased cooperation of victims in investigation and prosecution and manpower savings for the criminal justice agencies.

Area Agencies on Aging in four cities support programs which offer victim services. In Kansas City, Missouri, the Mid-American Regional Council Commission on Aging through the Greater Kansas City Mental Health Foundation offers assistance to elderly victims of crime in a five-county area. Program

services include counseling and financial aid, information and referral to social services, and assistance in replacing stolen documents. Victim referrals to the program are made by the Kansas City Police Department and other agencies, and program staff conduct follow-up checks to ensure that appropriate assistance has been received.

As part of its Administration on Aging funded demonstration project to reduce the impact of crime on the elderly, the Chicago (Illinois) Mayor's Office for Senior Citizens and Handicapped offers general assistance to victims referred by the Chicago Police Department. The Boston Senior Citizens Security Program of the Commission on Affairs of the Elderly provides counseling, referral and witness assistance services. The Oneida County Office for the Aging in Utica, New York, provides legal counseling for elderly victims of crime.

The survey identified three victim assistance programs based in other criminal justice agencies. In California, for example, the Fresno County Probation Department runs a Victim Assistance Program which places priority on services to victims of violent crime. On referrals from law enforcement agencies and the district attorney's office, Victim Advocates contact victims within 48 hours to offer counseling, referrals to social services, assistance in filing victim compensation forms, transportation to court and legal advice. Advocates act as liaison between victims and the criminal justice system, offer crime prevention information and provide "impact of crime statements" to the court for use in sentencing. The Office of Crime Prevention in St. Petersburg, Florida, operates Project Concern in two high-crime areas of the city. In addition to providing general victim assistance, Project Concern offers target-hardening services, reassurance calls and visits to crime victims.

Based in the county attorney's office, the Victim-Witness Advocate Program (VWAP) in Pima County, Arizona works with four law enforcement agencies and seven courts. The VWAP staff offers crisis intervention counseling, transportation, temporary housing, and referral services to crime victims, witnesses and other persons needing emergency assistance. Victims and witnesses are provided with information on their cases such as notification of indictment, trial scheduling and final disposition. In addition, the VWAP staff conducts public information programs and training sessions for law enforcement officers.

Three additional programs illustrate alternative organizational bases for victim assistance programs. The Concerned Neighbors Crime Watch Program in Indianapolis, Indiana, provides court escort services for victims. Escort to hospitals, police interviews and court proceedings is provided to older victims by the Women's Action Coalition in Wallingford, Pennsylvania. Hotline counseling, referrals and assistance in filing compensation forms are also available to victims over age 60. Elderly victims receive priority attention in the Crime Victim Assistance Program at St. Francis Hospital, Poughkeepsie, New York, which offers direct short-term therapy, emergency funds and victim advocacy.

CRIME-RELATED SERVICES

Although a few programs surveyed attempt to improve street safety, the majority of programs offering crime-related services emphasize home security. Whether for the elderly only or for the general public, the objectives of most programs discussed in this section are to ensure proper identification of property, to offer home security inspections and/or to install home security hardware.

Operation Identification

Operation I.D. (which is alternately called Operation Brand-It or Operation Identi-Guard) is a widely used program designed to reduce property theft and to facilitate the identification and return of stolen property. Property owners are encouraged to engrave identification numbers on or to photograph their valuables, to display decals indicating participation in the program and to keep an inventory of credit card numbers and marked items in case of theft.

Fifty programs responding to the survey included Operation I.D. as part of their crime prevention programs. Twenty-three law enforcement agencies participated in this type of program, either by directly providing the identification service or by loaning equipment to any resident on request. Of the remaining 27 programs, thirteen use elderly volunteers to supply Operation I.D. services to the general public, seven provide these services to persons over age 55 or 60, and seven include the elderly as both program participants and service recipients. (For further discussion of the role of elderly volunteers and employees, see the last section of this chapter.)

Security Devices

The survey identified seven programs that provide lock installation for the elderly. Installation of locks is offered at reduced rates or free of charge to renters or to homeowners who meet various age and income requirements. In addition, one program offers this service free only to low income elderly who have recently been victims of burglary.

Home Security Inspections

Of the 48 programs providing home security checks for the general population, six conduct both home and business inspections. Although some programs make limited use of elderly volunteers to perform these services, only 17 programs are specifically designed for or are operated by the elderly. In one program elderly volunteers perform the home security checks; in ten programs the staff provide these services for people age 60 or older, and in six programs elderly volunteers and/or employees conduct security inspections for the elderly.

In general, these programs have been developed as part of larger crime prevention strategies rather than as victim assistance services. Most of the home security inspection programs are based in police departments, but several other social service and crime prevention agencies have developed programs to reduce the opportunity for burglary and the public's fear of victimization.

Crime Prevention and Public Education

Crime prevention education programs are designed not only to reduce crime and the fear of crime, but also to increase reporting by victims and witnesses and to improve police-community cooperation in prosecution. Law enforcement agencies administer most of the 84 programs with crime prevention components, but regional planning, consumer education, academic, aging services and other criminal justice agencies also conduct some of these programs.

Generally, these programs consist of crime prevention meetings or lectures, distribution of public information materials and mass media advertising. Approximately one-half of these programs concentrate on one or more specific crimes or crime prevention strategies. Of the many specific topics mentioned, prevention of robbery, burglary, purse snatching and confidence games are the most common concerns. Additionally, street safety and consumer education are frequent program subjects.

Forty-four of these programs emphasize the special needs of the elderly in one or more program components. Specialized training and public information materials for the elderly have been developed by the American Association of Retired Persons/National Retired Teachers Association (AARP/NRTA), the Dallas Geriatric Research Institute, the Midwest Research Institute and other organizations. In many programs, efforts are made to involve the elderly in crime prevention by giving presentations for groups of senior citizens and/or by recruiting older people to assist in presentations.

Noncrime-Related Services

Numerous agencies provide noncrime-related services to the elderly, but responses to this survey indicate that more comprehensive and better coordinated assistance is needed to meet service demands. To fill the service gaps which exist due to the lack of unified service delivery programs, law enforcement and other social service agencies have implemented specific projects to meet the social, legal or health needs of the elderly.

Programs such as Operation Reassurance and Operation Lifeline provide daily telephone checks for elderly, handicapped or seriously ill persons living alone. In one program, elderly employees of a city office for senior citizens phone other elderly persons daily to check on their safety. Eight programs operated by police departments or by fire departments in association with the police either call program participants or have them phone in daily. If telephone contact cannot be made, a neighbor, patrol car or ambulance is dispatched to the residence. In addition to reducing the isolation of the participants, these programs also offer such services as transportation, escort for shopping, blood pressure checks and referral to needed social services.

Many community agencies (including some police department community services divisions) provide a broad range of services for the elderly. Three programs reported offering legal representation, counseling, education and referral to the elderly. Other programs have the following health and social service components: nursing home ombudsman complaint investigation; emergency medical information/history reference system; check cashing, transportation and escort services; and senior center referral.

Community Involvement

Crime prevention education has improved the public's understanding that law enforcement agencies must rely on community cooperation for prevention, reporting and prosecution of crime. Many civic groups encourage members to become involved in projects designed to reduce the opportunity for crime.

A number of these community involvement programs promote street safety through escort or team shopping activities, and others concentrate on reporting suspicious activity either by telephone or by using citizen-band radios. The WhistleSTOP Project attempts to increase community safety by distributing whistles and public information materials encouraging citizen cooperation in reporting crime.

The most common method of increasing citizen involvement is by organizing and training neighborhood groups to report criminal or suspicious behavior and to promote community self-help activities. These groups attempt to prevent crime (especially property theft) and to increase the sense of security in the neighborhood by reducing the fear of victimization.

Perhaps the most well known of these projects is the National Neighborhood Watch Program developed by the National Sheriffs' Association. Neighborhood Watch is specifically designed to reduce burglary, larceny and vandalism. Nine programs responding to this survey use Neighborhood Watch, and seven others use some variation of it such as block clubs or community watch groups.

CONSIDERATIONS FOR POLICE PROGRAM PLANNING

As the proportion of older persons in this country has increased, so has the pressure on elected officials and police administrators to meet their needs. In particular, the police have become increasingly sensitive to their relationships with the elderly. Survey respondents indicated several areas of difficulty facing elderly clients which might concern police administrators, such as:

- Confusion Regarding Police Role and Procedures - including how and when to report crimes; requesting services that the police are not able to provide; unrealistic performance expectations; lack of understanding of the criminal justice process in general.

- Communication - including cases of police officers' impatience, insensitivity, stereotyping, inflexibility and patronizing attitudes in dealing with older persons.

- Service Delivery - including slow police resoonse time and/or unwillingness or inability to provide services to make appropriate referrals to available community resources.

These areas of difficulty suggest that a police administrator who wishes to improve service to the elderly must first assess the department's current information and referral, training and outreach capabilities. Minimally, an administrator might attempt to answer the following questions in capability assessment:

Information and Referral - Are officers able to provide relevant and timely information to older persons whom they come in contact with in the performance of their duties? How knowledgeable are officers regarding community resources available to the elderly? How willing are officers to take the time necessary to assist older persons and how effectively can officers communicate referral information to older persons?

Training - Do officers receive adequate training to be able to respond with sensitivity to the specific problems faced by older persons? Do officers understand these problems and how to help solve them? Do officers harbor negative stereotypes of older persons which hinder the performance of their duties?

Outreach - Does the agency employ appropriate outreach methods to inform older persons about how to avoid victimization and about the function of the police and how to report crimes? Do officers work well with other outreach and advocacy personnel who work with the elderly (including the staff of the Area Aging Agency)?

Only after such an assessment can the police administrator decide what course of action to take. As indicated in the previous section of this chapter, a decision is often made to develop or support a specialized program for service to the elderly. This review of such programs indicates that some police administrators have found it necessary to be quite innovative in such areas as program personnel; research, development and training; and intra- and inter-agency cooperation. The remainder of this chapter examines the approaches which have been taken in each of these areas by the survey respondents.

PERSONNEL

Limited resources available to law enforcement agencies often restrict the scope and effectiveness of crime control programs. This problem is especially acute for planning and implementing specialized programs such as those designed to meet the needs of the elderly. Other public agencies and community groups can provide significant assistance to law enforcement for such programs in a number of ways. One approach has been to use elderly volunteers either to increase the manpower available to police departments or to enable other agencies or groups to perform certain police functions.

Most of the 31 programs using elderly volunteers included in this survey are operated by law enforcement agencies or are run jointly by police and

other agencies or civic groups. Other programs rely on police for assistance in training or supervising volunteers and for making referrals. Regardless of where the program is based, elderly volunteers most often provide crime-related services such as home security inspections, lock installations, and operation identification. In addition, volunteers participate in crime prevention presentations, offer escort and victim services, and assist police in administrative capacities.

Although some of these programs give priority to the elderly, most offer services to the general public. Twenty programs use both elderly and non-elderly volunteers, and eleven use only elderly volunteers. The most frequently mentioned source of volunteers is the Retired Senior Volunteer Program (RSVP) of ACTION. Older volunteers are also recruited from senior centers and community service organizations.

Social service agencies and community groups use elderly volunteers to perform certain police functions. For example, in the following three programs volunteers provide such services as lock installations, escort services and crime prevention presentations: Senior Safety and Security Program (Cleveland); Safeguard for Seniors (Dubuque); and Senior Safety Project (Wallingford).

The following programs illustrate three of the many different approaches that have been developed for the use of elderly volunteers by law enforcement agencies. The Senior Citizen Crime Prevention Program of the Cottage Grove (Oregon) Police Department is an example of what a small department can do in cooperation with RSVP volunteers. In Largo, Florida, the Pinellas County Sheriff's Junior Deputy League includes more than 1,000 volunteers age 55 or older who are trained to conduct home security inspections. Selected volunteers also assist in certain administrative jobs in the department.

The posses of the Maricopa County (Arizona) Sheriff's Department are perhaps the best known elderly volunteer programs. Four of the 47 posses in the county are located in retirement areas and are made up exclusively of older volunteers. Posse members receive extensive training in crime prevention techniques, residential and business security, citizen involvement programs, fire safety, first aid, and traffic control. It is also possible for older volunteers to become commissioned police officers by completing training at the department's academy.

An alternative solution to the manpower problem is community service employment. With federal funds provided through the Comprehensive Employment and Training Act (CETA), the Neighborhood Security Aide Program in Milwaukee provides neighborhood patrol, crime prevention information and referral services to the general public. Using federal community development funds, the Senior Home Security Program (St. Louis) employs more than 100 persons over age 55 with incomes at or below the poverty level to provide services for the elderly. These employees receive training in crime and fire prevention techniques, home repairs, telephone reassurance and senior center maintenance.

RESEARCH, DEVELOPMENT AND TRAINING

Few basic research studies have been conducted specifically to examine the problem of crime against the elderly. In response to demands to develop programs in this area, a number of agencies have initiated research and/or demonstration projects. Another response has been the expansion of police training to include segments on meeting the needs of the elderly.

Research and Program Development

The majority of programs responding to this survey indicated that a survey of community needs and/or research findings had a substantial effect on the development of program activities. However, few programs provided sufficient information about their surveys and research studies to determine the nature or scope of these efforts. Only five programs specifically indicated that research findings, crime analysis studies or community survey responses were the primary basis of program design and implementation.

The Older Americans' Crime Prevention Research Program (Portland) conducted crime analysis and elderly victim case studies, community surveys and interviews. The results of this research were then used to develop crime prevention programs designed for the elderly as well as programs to improve the response capability of the criminal justice system. In Saginaw (Michigan) the Buena Vista Police Department surveyed elderly residents to identify their special needs and to assist in developing programs to meet these needs.

Two programs were developed using the results of research conducted by other agencies. The St. Petersburg Citizen Survey and the Crime and the Elderly Reports (1974-76) of the St. Petersburg Police Department were used by the Office of Crime Prevention to create Project Concern. The Mid-American Regional Council Commission on Aging developed the Aid to Elderly Victims of Crime program based in large part on the results of the Midwest Research Institute's landmark study of elderly victimization in Kansas City.

The Dallas Geriatric Research Institute conducted a research project to identify the reasons for non-reporting of crime among the elderly. Based on the results, training modules were developed for two purposes: (1) to train older adults in crime reporting, and (2) to increase police officer awareness of the special needs of older people.

Another approach to developing crime and the elderly programs is the funding of demonstration projects in various cities which experiment with different program components. As part of a model projects grant from the Administration on Aging, the International Association of Chiefs of Police established demonstration projects in five urban police departments and developed a Crime and the Senior Citizen Questionnaire for use by police departments in program development.

In addition to the IACP demonstration projects in Miami Beach, Florida, and Mansfield, Ohio, which are included in this survey, demonstration sites were Omaha, Nebraska; Jersey City, New Jersey; and Syracuse, New York. The Administration on Aging has also recently funded seven crime and the elderly

demonstration projects in organizations other than law enforcement agencies such as the project in the Chicago Mayor's Office for Senior Citizens and Handicapped included in this survey. Model projects such as these allow for the incorporation of selected program components developed during the pilot period into existing programs in police departments and other agencies.

Although evaluation is an important aspect of program development, less than one-third of the programs included in this survey contain some formal evaluation component, and only 10% contract for external evaluations. On-going internal evaluations range from formal surveys designed to evaluate specific program activities and questionnaires distributed to program participants to general crime analysis reports.

Short-term evaluations of specific activities conducted at appropriate stages can assist in assessing program effectiveness. For example, in addition to a comprehensive external evaluation, Rochester (N.Y.) Police Department Victim Assistance Program personnel are conducting two studies to measure program effectiveness in meeting its goals of reducing victim alienation and increasing victim cooperation in prosecution. Evaluation of the receptivity of police officers to a new program can also contribute to program success. For example, the Monroe County Sheriff's Department (Rochester, N.Y.) conducted a survey of patrol officers to determine the level of interest maintained by officers and their opinions of the success of the Neighborhood Watch Program.

TRAINING

Specialized training for law enforcement personnel can be an important factor in improving police services to the elderly. There are many different sources for providing information to officers including regional or state criminal justice agencies, professional associations, universities and established departmental training programs. For example, the problems of elderly victimization are discussed in seminars offered by the Consumer Information Protection Program for Seniors (CIPPS) (Los Angeles) and the Senior Crime Institute (Albany, N.Y.) for police officers and other service providers.

The Dallas Geriatric Research Institute has developed a training module to increase police officer awareness of the special problems of the elderly. The two-hour training module includes a discussion of improving police-elderly communications, a videotape illustrating four problems encountered by police in dealing with the elderly and supplemental written material. The training module (available for rental or purchase) is used by many agencies including the El Paso (Texas) Police Department and the Southwest Texas Crime Prevention Institute (San Marcos). Other police departments indicate that academy, in-service and/or roll-call training on the problems of the elderly are provided for their officers.

A few departments that cooperate with or operate victim and witness assistance programs also offer training sessions in which officers learn what services are provided and how to make referrals to programs. The Rochester Police Department Victim Witness Assistance Program provides this type of training to the entire patrol division and other selected officers. The Pima County Attorney's Victim-Witness Advocate Program (Tucson, Arizona) provides training for selected city and county officers in identifying victims and

witnesses in need of assistance and making appropriate referrals. Both programs indicate that police referrals increased significantly as a result of this training.

Intra- and Inter-Agency Cooperation

Many of the programs included in this survey have been established at least in part due to either a need for specialized services and referral programs or a need for liaisons between victim and criminal justice personnel. Although such needs are often the result of inadequate cooperation or coordination of efforts within or between criminal justice and social service agencies, very few programs responding to this survey indicate that overall coordination of services - whether for the general public or for the elderly is a primary objective.

Several methods of alleviating intra- and inter-agency cooperation problems are used by programs responding to the survey. Police-based programs may establish a task force and policy committee representing various agencies and organizations (Rochester Police Department Victim Assistance Program); provide training for departmental personnel to increase referrals to the program (Miami Beach Police Department - Crime, Safety and the Senior Citizen; Rochester Police Department Victim Assistance Program); and/or develop information dissemination systems (New York Police Department - Bronx Senior Citizen Robbery Unit; Multnomah County, Oregon - Older Americans' Crime Prevention Research Program).

To increase effectiveness, many programs provide police officers with information on available community resources and procedures for referral of victims and other persons in need of assistance. Police department personnel in Ft. Lauderdale, Florida (Victim Advocate Program); Huntington, West Virginia (Operation Lifeline); Indianapolis, Indiana (Victim Assistance Program); and Clearwater, Florida (Victim Assistance Program) are continuously establishing contact with community service agencies so that appropriate referrals can be made. Victim assistance programs in Tucson (Pima County Attorney's Office) and in Chicago (Mayor's Office for Senior Citizens and Handicapped) provide special training programs for police officers to increase officer understanding of and referrals to the services offered.

Emphases on intra-departmental coordination and inter-agency cooperation are key aspects of the Senior Citizen Robbery Unit (SCRU) of the New York Police Department, Bronx Area. This unit was developed by police officers as a multi-faceted approach to combat crime against senior citizens in the Bronx. In addition to investigation and crime analysis, the officers of this unit relay information to precinct anti-crime units and patrol officers through roll call meetings and a crime alert bulletin; cooperate with other department units in the area including the Street Crime Unit, the Detective Division, and the Homicide Unit, and participate in crime prevention programs. The unit also maintains a close relationship with many city agencies which assist residents referred by officers and provide transportation for elderly victims to the Mayor's Office of the Aging when emergency assistance is required. Its successes in combatting crimes against the elderly have led to the establishment of similar units in New York City.

SUMMARY

This chapter has provided a review of 119 programs which serve the crime-related needs of older persons. A survey of these programs indicates that many have formal associations with local police departments. Indeed, such departments have often parented the specialized programs in response to an increased awareness to the needs of the elderly.

Sufficient resources were not available to evaluate the quality of individual programs as part of this study. However, most program respondents believed that they were relatively successful in meeting the needs of the elderly.

The most significant reported obstacles to success were insufficient staffing and funding, and the lack of public support; a large number of programs also noted that inter-agency cooperation could be improved. Of concern is the finding that of the programs involving substantial cost (i.e., other than limited volunteer programs), more than half rely on grant money. The longevity of such programs is questionable, and many respondents noted that the end of these outside funds would also likely mean the termination of most or all programmatic activities. In contrast, those programs incorporated in state or local budgets appear more likely to remain viable. In short, the level of agency commitment to these programs varies considerably.

Finally, this chapter reviewed the way in which police administrators who wish to develop specialized programs to aid the elderly have addressed such prerequisites to program success as personnel; research, development and training; and intra- and inter-agency cooperation.

POLICE QUESTIONNAIRE

ON

THE PROVISION OF POLICE SERVICES TO THE ELDERLY

This questionnaire is an important part of a study which is examining the provision of police services to elderly residents of Southville. The study is sponsored by the Law Enforcement Assistance Administration. It is being conducted by the University City Science Center in cooperation with the Southville Police Department. The primary purpose of the study is to develop procedures and techniques which will facilitate the Department's efforts to provide effective services to elderly citizens.

The purpose of this questionnaire is to collect information about Southville police officers': experiences in providing services to the elderly; perceptions of the police and non-police-related problems facing the elderly; attitudes toward the elderly; and general perceptions of police work. The findings from this survey will be analyzed in conjunction with the results of a survey of elderly citizens of Southville. This data will provide the basis for the development of recommendations to assist the Department in providing services to the elderly. All recommendations will be developed jointly by the research team and representatives of the Department. The results of the study will be presented in a program development workshop and a final report which will be made available to all members of the Department.

Please complete the questionnaire today during your tour of duty and return it to your immediate supervisor at the end of your shift. In answering the questions, it is important to remember that, for the purpose of this study, an elderly person is defined as any individual 60 years of age or above. The questions at the end of the questionnaire concerning television programs are not directly related to this study. They have been included because members of the research team are also involved in studying television viewing patterns. Please answer these questions only if you wish to participate in that study.

Do not put your name on the questionnaire. Your answers will be completely confidential. To insure confidentiality, we ask that you place your completed questionnaire in its envelope and seal the envelope before turning it in.

Thank you for your cooperation.

1. SEX:___ (1) Male ___(2) Female 2. YEAR OF BIRTH _____

3. RACE: ___(1) White ___(2) Black ___(3) Chicano ___(4) Other

4. What is the highest level of education which you have completed.

   (1) ___some high school
   (2) ___high school graduate or equivalency diploma
   (3) ___some college
   (4) ___2-year junior college or technical degree
   (5) ___4-year college degree
   (6) ___some graduate or professional study
   (7) ___graduate or professional degree

5. Approximately how long have you served as a sworn officer on the department?

   _____

6. What is your current rank? _____

7. Approximately how long have you held this rank?_____

8. What is your current job assignment?

   (1) ___general patrol
   (2) ___investigations
   (3) ___tactical operations
   (4) ___traffic
   (5) ___community relations
   (6) ___administrative services
   (7) ___other; please specify:
   _____

9. Approximately how long have you had this assignment? _____

10. What hours do you currently work? _____

11. How long have you worked on this shift? _____

12. Do you periodically rotate shifts? (1) ___yes (2) ___no

    If yes, how frequently?_____

13. To what geographical area of the city are you assigned?

(1) ___East Precinct
(2) ___West Precinct
(3) ___North Precinct
(4) ___South Precinct
(5) ___Central Headquarters

14. If you are assigned to work in a particular geographical area of the city (beat, sector, group of beats), please describe its predominant characteristics. If you are not assigned to a particular geographical area, please go on to Question 17.

Average income of residents	Level of crime	Racial Composition
(1) ___High	(1) ___High	(1) ___Predominately black
(2) ___Medium	(2) ___Medium	(2) ___Predominately white
(3) ___Low	(3) ___Low	(3) ___Predominately Chicano
		(4) ___Mixed

15. Is the area in which you work:

(1) ___Predominately residential
(2) ___Predominately commercial
(3) ___Mixed

16. Compared to other areas in the city, would you say that the number of elderly living in the area where you work is:

(1) ___High (2) ___About average (3) ___Low (4) ___Don't know

17. Compared with officers in neighboring jurisdictions, do you feel that your pay is...

___better than average
___about average
___below average
___don't know

18. On the whole, do you find your work as a police officer to be...

___extremely satisfying
___somewhat satisfying
___somewhat unsatisfying
___extremely unsatisfying

19. Do you generally have enough time to handle your assigned tasks to the best of your ability?

___always
___almost always
___some of the time
___almost never
___never

20. Officers who have college degrees generally perform more effectively than those who have only completed high school.

___strongly agree
___agree
___strongly disagree
___don't know

21 Please indicate how serious you think the following problems are for the elderly in the area of the city where you work.

	very serious	fairly serious	fairly minor	very minor	don't know
Poor physical health	___	___	___	___	___
Poor mental health	___	___	___	___	___
Lack of adequate income	___	___	___	___	___
Lack of friends and social contacts	___	___	___	___	___
Street robbery	___	___	___	___	___
Assault	___	___	___	___	___
Residential burglary	___	___	___	___	___
Fraud	___	___	___	___	___
Larceny	___	___	___	___	___
Purse snatch	___	___	___	___	___

(IF HANDLING CITIZENS' CALLS FOR SERVICE IS NOT PART OF YOUR JOB, PLEASE SKIP QUESTIONS 18, 19, and 20.)

22 In general, what percentage of the calls you handle are:

Crime related _____% Non-crime-related _____%

23 Do you get more unnecessary requests for service from the elderly than from citizens in other age groups?

(1) ___many more (3) ___about the same (5) ___much less

(2) ___somewhat more (4) ___somewhat less (6) ___don't kno

20. If you answered 1, 2, 4 or 5 in Question 19, could you briefly explain why, in your opinion, you get either more or less unnecessary requests for service from elderly citizens:

_____

_____

25 Compared with citizens in other age groups, how careful do you feel the elderly are in taking crime prevention measures?

(1) ___more careful (3) ___less careful

(2) ___equally as careful (4) ___don't know

26 Are elderly crime victims generally more upset following a criminal victimization than are victims from other age groups?

(1) ___more upset (3) ___less upset

(2) ___equally as upset (4) ___don't know

27 We would like your opinion concerning the average impact of common types of property and personal crimes on elderly and non-elderly victims. Please check the appropriate response in each box.

Elderly Victims (60 Years Old or Older)

	Residential Burglary	Street Robbery
Level of economic impact	___High ___Medium ___Low	___High ___Medium ___Low
Level of emotional impact	___High ___Medium ___Low	___High ___Medium ___Low
Level of impact on everyday way of doing things	___High ___Medium ___Low	___High ___Medium ___Low

Non-Elderly Victims (Under 60 Years of Age)

	Residential Burglary	Street Robbery
Level of economic impact	___High ___Medium ___Low	___High ___Medium ___Low
Level of emotional impact	___High ___Medium ___Low	___High ___Medium ___Low
Level of impact on everyday way of doing things	___High ___Medium ___Low	___High ___Medium ___Low

28 Compared with citizens in other age groups, how would you evaluate the ability of elderly victims and witnesses to provide you with information in police investigations?

The Average Elderly Witness	The Average Elderly Victim
(1) ___much better	(1) ___ much better
(2) ___somewhat better	(2) ___somewhat better
(3) ___about the same	(3) ___about the same
(4) ___somewhat worse	(4) ___somewhat worse
(5) ___much worse	(5) ___much worse

29 We would like to know how often the following statements apply to you. If a statement applies to you all of the time, check the box nearest to "always true." If a statement never applies to you, check the box nearest to "always false." If a statement sometimes applies to you, check a box that best indicates how often. For example, if you read the morning newspaper most of the time, you might answer as follows:

I read a morning newspaper.

always true :__:XX:__:__:__:__: always false

Please answer the following questions.

I practice what I preach.	always true	always false
I do not resent being asked to return a favor.	always true	always false
When I don't know something, I don't mind admitting it.	always true	always false
I would not think of letting someone else be punished for my wrongdoings.	always true	always false

30 Below are some ways in which people often describe themselves and others. We would like to know how you would describe yourself and several groups of people in terms of a number of characteristics. For each item, check the box which best indicates your opinion. For example, on the scale:

THE AVERAGE ELDERLY CITIZEN YOU MEET ON THE JOB

friendly :__:__:__:__:__: unfriendly

If you feel they are somewhat friendly, you would make the scale as follows:

friendly :__:XX:__:__:__: unfriendly

If you feel they are generally very unfriendly, you would mark the scale as follows:

friendly :__:__:__:__:XX: unfriendly

THE AVERAGE ELDERLY PERSON TO MEET ON THE JOB

impulsive	:__:__:__:__:__:__:__:	keeps his cool
self-confident	:__:__:__:__:__:__:__:	not self-confident
brave	:__:__:__:__:__:__:__:	not brave
respects authority	:__:__:__:__:__:__:__:	is skeptical of authority
cautious	:__:__:__:__:__:__:__:	takes risks
thinks oneself to be smarter than the average person	:__:__:__:__:__:__:__:	thinks oneself to be less smart than the average person
thinks oneself to be superior to the average person	:__:__:__:__:__:__:__:	thinks oneself to be inferior to the average person
lazy	:__:__:__:__:__:__:__:	industrious
cooperative	:__:__:__:__:__:__:__:	non-cooperative
pleasant	:__:__:__:__:__:__:__:	irritable
inactive	:__:__:__:__:__:__:__:	active
devious	:__:__:__:__:__:__:__:	straightforward
alert	:__:__:__:__:__:__:__:	disoriented
feeble	:__:__:__:__:__:__:__:	strong
mostly all alike	:__:__:__:__:__:__:__:	many differences among them
hearing is bad	:__:__:__:__:__:__:__:	hearing is good
respectful to police	:__:__:__:__:__:__:__:	disrespectful to police
law-abiding	:__:__:__:__:__:__:__:	have no respect for the law
modest	:__:__:__:__:__:__:__:	arrogant
make many demands	:__:__:__:__:__:__:__:	make few demands
eyesight is good	:__:__:__:__:__:__:__:	eyesight is bad
energetic	:__:__:__:__:__:__:__:	lethargic
not-trustworthy	:__:__:__:__:__:__:__:	trustworthy
concerned about crime	:__:__:__:__:__:__:__:	not concerned about crime
humble	:__:__:__:__:__:__:__:	proud
friendly	:__:__:__:__:__:__:__:	unfriendly
smart	:__:__:__:__:__:__:__:	stupid
responsible	:__:__:__:__:__:__:__:	irresponsible
rich	:__:__:__:__:__:__:__:	poor

THE AVERAGE CITIZEN YOU MEET ON THE JOB

impulsive	:__:__:__:__:__:__:__:	keeps his cool
self-confident	:__:__:__:__:__:__:__:	not self-confident
brave	:__:__:__:__:__:__:__:	not brave
respects authority	:__:__:__:__:__:__:__:	is skeptical of authority
thinks oneself to be smarter than the average person	:__:__:__:__:__:__:__:	thinks oneself to be less smart than the average person
thinks oneself to be superior to the average person	:__:__:__:__:__:__:__:	thinks oneself to be inferior to the average person
lazy	:__:__:__:__:__:__:__:	industrious
cooperative	:__:__:__:__:__:__:__:	non-cooperative
pleasant	:__:__:__:__:__:__:__:	irritable
inactive	:__:__:__:__:__:__:__:	active
devious	:__:__:__:__:__:__:__:	straightforward
feeble	:__:__:__:__:__:__:__:	strong
mostly all alike	:__:__:__:__:__:__:__:	many differences among them
modest	:__:__:__:__:__:__:__:	arrogant
make many demands	:__:__:__:__:__:__:__:	make few demands
energetic	:__:__:__:__:__:__:__:	lethargic
not trustworthy	:__:__:__:__:__:__:__:	trustworthy
concerned about crime	:__:__:__:__:__:__:__:	not concerned about crime
humble	:__:__:__:__:__:__:__:	proud
respectful to police	:__:__:__:__:__:__:__:	disrespectful to police
law-abiding	:__:__:__:__:__:__:__:	have no respect for the law
friendly	:__:__:__:__:__:__:__:	unfriendly
smart	:__:__:__:__:__:__:__:	stupid
responsible	:__:__:__:__:__:__:__:	irresponsible

YOURSELF

modest	:__:__:__:__:__:__:__:	arrogant
make many demands	:__:__:__:__:__:__:__:	make few demands
energetic	:__:__:__:__:__:__:__:	lethargic
not trustworthy	:__:__:__:__:__:__:__:	trustworthy
humble	:__:__:__:__:__:__:__:	proud
friendly	:__:__:__:__:__:__:__:	unfriendly
smart	:__:__:__:__:__:__:__:	stupid
responsible	:__:__:__:__:__:__:__:	irresponsible
impulsive	:__:__:__:__:__:__:__:	keeps his cool
self-confident	:__:__:__:__:__:__:__:	not self-confident
does things by the book	:__:__:__:__:__:__:__:	often has to bend the rules to get results
brave	:__:__:__:__:__:__:__:	not brave
cautious	:__:__:__:__:__:__:__:	takes risks
thinks oneself to be smarter than the average person	:__:__:__:__:__:__:__:	thinks oneself to be less smart than the average person
thinks oneself to be superior to be average person	:__:__:__:__:__:__:__:	thinks oneself to be inferior to the average person
lazy	:__:__:__:__:__:__:__:	idustrious
cooperative	:__:__:__:__:__:__:__:	non-cooperative
pleasant	:__:__:__:__:__:__:__:	irritable
inactive	:__:__:__:__:__:__:__:	active
devious	:__:__:__:__:__:__:__:	straightforward
feeble	:__:__:__:__:__:__:__:	strong

27. The elderly have a legitimate claim to more services from the police than citizens in other age groups.

(1) ___strongly agree (4) ___strongly disagree

(2) ___agree (5) ___don't know

(3) ___disagree

If you answered (1) or (2) above, would you briefly indicate why.

_____

_____

32 Does it generally take you longer to provide police services to the elderly than it does to provide similar services to citizens in other age groups?

(1) ___yes (2) ___no (3) ___don't know

If yes: why? _____

_____

30. In the past week, have you encountered any special problems (physical, mental, etc.) that required you to handle the elderly differently than you would the average citizen?

(1) ___yes (2) ___no (3) ___don't know

If yes: could you please describe these problems? _____

_____

_____

34 In the past week, how many times did you refer an elderly citizen to a social service agency for assistance?

_____

35 When you encounter an elderly citizen in need of non-police social services (medical attention, financial help, etc.), do you:

(1) ___generally refer the citizen directly to the appropriate agency yourself.

(2) ___generally have someone else in the department, such as a community service officer, contact the citizen to make the referral.

(3) ___sometimes make the referral yourself and sometimes have others do it.

36 When you make referrals yourself, do you generally:

(1) ___provide the elderly citizen with the necessary information (telephone number and address) to contact the appropriate agency themselves.

(2) ___contact the agency directly yourself for the citizen.

(3) ___sometimes contact the agency yourself and sometimes have the citizen do it, depending upon the situation.

(4) ___don't know.

37 After referring an elderly person to a service agency, how often do you check back with the referred agency to see if that citizen actually received the needed help?

(1) ___almost always (4) ___infrequently (6) ___never

(2) ___often (5) ___very rarely (7) ___don't know

(3) ___sometimes

38 How much emphasis does your department place on provision on non-crime-related services?

(1) ___great emphasis (3) ___very little emphasis

(2) ___some emphasis (4) ___don't know

39 How much emphasis does the department place on referring citizens with non-police-related problems to appropriate social service agencies?

(1) ___great emphasis (3) ___little emphasis

(2) ___some emphasis (4) ___don't know

40 Please list all the social service agencies with which you are familiar that you could use as referrals to old people with the following types of problems:

Financial/Welfare Problems	Medical Problems	Personal or Social Problems

41 How would you characterize the following types of social services in terms of their quality, availability to the elderly, and the degree to which they cooperate with the police?

Social service	Quality	Availability	Level of cooperation with police
Medical	___High ___Medium ___Low ___Don't know	___High ___Medium ___Low ___Don't know	___High ___Medium ___Low ___Don't know
Welfare/Financial	___High ___Medium ___Low ___Don't know	___High ___Medium ___Low ___Don't know	___High ___Medium ___Low ___Don't know
Social & Personal Counseling	___High ___Medium ___Low ___Don't know	___High ___Medium ___Low ___Don't know	___High ___Medium ___Low ___Don't know

42 Do you think that improving the level of cooperation between your department and social service agencies in your city would significantly increase the quality and the amount of social services provided to elderly citizens?

(1) ___a great deal
(2) ___somewhat
(3) ___very little
(4) ___not at all
(5) ___don't know

43 Do you believe that participation in an in-service training program on police assistance to the elderly could improve your ability to provide affective services to the elderly?

(1) ___yes, definitely
(2) ___probably yes
(3) ___probably no
(4) ___definitely not
(5) ___don't know

44 In your opinion, what steps, if any, could be taken to improve the provision of social services to the elderly?

_____

_____

45 How much emphasis do your superiors place upon finishing each assignment as quickly as possible?

(1) ___great emphasis
(2) ___some emphasis
(3) ___very little emphasis
(4) ___don't know

46 Do you feel that the quality of your work would improve if you were permitted to spend more time with citizens who are difficult to work with?

(1) ___greatly improve
(2) ___improve somewhat
(3) ___stay the same
(4) ___decline
(5) ___don't know

47 Would you say that you feel a greater or lesser responsibility toward providing social services to the average citizen than do your superiors?

(1) ___greater
(2) ___about the same
(3) ___lesser
(4) ___don't know

48 Compared to victims from other age groups, the average elderly victim of a physical assault recovers:

(1) ___more quickly
(2) ___somewhat more quickly
(3) ___at about the same rate
(4) ___somewhat more slowly
(5) ___much more slowly
(6) ___don't know

49 Your job as a police officer now is:

	Very much	Somewhat	No opinion	Somewhat not	Very much not
Satisfying	___	___	___	___	___
Boring	___	___	___	___	___
Useful	___	___	___	___	___
Exciting	___	___	___	___	___
Tiresome	___	___	___	___	___
Challenging	___	___	___	___	___
Frustrating	___	___	___	___	___
Simple	___	___	___	___	___
Dangerous	___	___	___	___	___
Endless	___	___	___	___	___
Allows me the freedom to use my own judgment on the job	___	___	___	___	___

50 How good a job in providing non-crime-related services to the elderly would you say your department is doing?

(1) ___very good
(2) ___fairly good
(3) ___about average
(4) ___fairly poor
(5) ___very poor

51 Police officers are required by the department and by society to perform a variety of tasks and play many different roles. Below is a list of some of these roles. We would like your opinion concerning the emphasis which your department currently places on these roles and what you think the emphasis ought to be. Please indicate your opinion by checkine the appropriate blank.

	Current emphasis in your division	What should be the emphasis in your division?
Educators of the public concerning self-protection and obedience to the law.	___High ___Medium ___Low ___Don't know	___High ___Medium ___Low ___Don't know
Provider of emergency medical services	___High ___Medium ___Low ___Don't know	___High ___Medium ___Low ___Don't know
Provider of emergency household assistance (e.g., checking heating systems) for the aged and infirm	___High ___Medium ___Low ___Don't know	___High ___Medium ___Low ___Don't know
Preventer of crime, criminal activities	___High ___Medium ___Low ___Don't know	___High ___Medium ___Low ___Don't know
Acting as physical symbol of law, order and security for your neighborhood and city	___High ___Medium ___Low ___Don't know	___High ___Medium ___Low ___Don't know
Referral person to help people in need find the best public or private agency which can be of assistance	___High ___Medium ___Low ___Don't know	___High ___Medium ___Low ___Don't know
Being a sympathetic listener to whom people can tell their problems	___High ___Medium ___Low ___Don't know	___High ___Medium ___Low ___Don't know
Protector of property and valuables, both public and private	___High ___Medium ___Low ___Don't know	___High ___Medium ___Low ___Don't know

52 What actions, if any, could be taken by elderly citizens or community groups to improve the ability of the police to provide effective services to the elderly?

_____

_____

_____

_____

53 What changes, if any, in the procedures followed in your department would you recommend to improve the quality of police service delivery to the elderly?

_____

_____

_____

	Strongly Agree	Agree	Don't Know/ No Opinion	Disagree	Strongly Disagree
Police confront greater difficulties in providing services to the elderly than they do in providing services to others.	___	___	___	___	___
Compared with the average person, the elderly are more likely to:					
make decisions without consulting those affected.	___	___	___	___	___
express appreciation when a job is well done.	___	___	___	___	___
let others do things their own way.	___	___	___	___	___
insist that others follow standard ways of doing things in every detail.	___	___	___	___	___
demand more services than we can provide.	___	___	___	___	___
be easy to understand	___	___	___	___	___
refuse to explain their actions	___	___	___	___	___
decide to detail what shall be done and how it shall be done.	___	___	___	___	___
be willing to accept advice.	___	___	___	___	___
Referring a citizen to a social service, health or welfare agency is a waste of police time.	___	___	___	___	___
Police provison of non-crime related services is a waste of police time	___	___	___	___	___
I don't like to be emotionally involved with the people I encounter during police work	___	___	___	___	___
A police officer can't let himself care too much about the problems of the people he deals with.	___	___	___	___	___
The ineffectiveness of various city agencies causes elderly citizens to resent police officers	___	___	___	___	___

	Strongly Agree	Agree	Don't Know/ No Opinion	Disagree	Strongly Disagree
Most people have a much poorer understanding of human behavior than do police officers.	___	___	___	___	___
Most people have a vicious streak that will come out when given a chance	___	___	___	___	___
A police officer must consider every person a potential criminal.	___	___	___	___	___
One reason police work is difficult is that most people have such low moral standards.	___	___	___	___	___
It bothers me when I have to swallow my pride and take abuse from a citizen.	___	___	___	___	___
Most people in my district do not respect policemen.	___	___	___	___	___
Most people can be trusted.	___	___	___	___	___
I feel that the police officer's real duty is to enforce the spirit of the law and not always the letter of the law.	___	___	___	___	___
The likelihood of a police officer being abused by citizens in my district is very high.	___	___	___	___	___
People who are not policemen just can't understand what it is like.	___	___	___	___	___
If policemen don't stand up for each other, nobody else will.	___	___	___	___	___
Policemen are like brothers and should stick together.	___	___	___	___	___
A criminal who robs an elderly citizen should be more severly punished than one who robs a younger person.	___	___	___	___	___
Most city and county social service agencies provide assistance at the time of day or night when it is needed by elderly citizens.	___	___	___	___	___

How often would you say you watch the following programs? (Please check the appropriate box.)

	Every time it is shown	About every other time it is shown	Sometimes	Never or Almost never
Baretta				
Barnaby Jones				
Barney Miller				
Charlie's Angels				
Hawaii 5-O				
Kojak				
Police Story				
Police Woman				
Quincy				
Rockford Files				
Starsky and Hutch				
Switch				

APPENDIX 2

SOUTHVILLE POLICE DEPARTMENT
SERVICE DELIVERY PROFILE

INSTRUCTIONS

In cooperation with the Southville Police Department, the University City Science Center is conducting a study of police service delivery to the elderly. The purpose of this study is to gain a better understanding of elderly citizens' need for police services and to develop policies and procedures which will help the police to meet these needs in an efficient and effective manner.

As an important part of this study, we need to collect systematic data about the age of the recipients of police services and the types of services they receive. Accordingly, we are asking all officers in the Department to fill out a Service Delivery Profile form for each police activity that requires them to go out of service. We would like you to use the forms for an eight (8) - day period, beginning today, and to return them to your immediate supervisor at the end of each tour of duty during the period.

The forms are fairly simple and self-explanatory. Each time you go out of service to handle a need for police service, record the following information on a Service Delivery Profile form:

1. Date
2. Beat number in which the activity occurred; not the beat to which you are assigned.
3. Signal code number
4. Report number, if you filled out an incident report.
5. Name(s) of the service recipient(s) and the address where the service was provided.
6. Number of your patrol unit
7. Age of the service recipient(s), estimate if you cannot obtain the exact age.
8. Race of the service recipient(s), record as (B) Black, (W) White, or Other.
9. Estimated financial status of the service recipient(s); record as High, Medium or Low.
10. Time you went out of service and time you returned to service.
11. Description of the need for police service.
12. Description of the actions you took in response to this need.
13. Referral of the service recipient to other sources of help.
14. Disposition code.
15. Any problems you encountered in handling this situation.

We realize that filling out these forms represent an additional demand on your time. However, your cooperation is essential to the successful completion of the study. With your help, this study will lead to the development of practical recommendations for facilitating the delivery of police services to the elderly citizens of Southville.

Thank you for your cooperation.

SOUTHVILLE POLICE DEPARTMENT
SERVICE DELIVERY PROFILE

DATE:_____ **BEAT#:**_____ **NAME OF SERVICE RECIPIENT:**_____

UNIT#:_____ **DISPATCHED CALL:** **yes**___ **no**___

SIG. CODE#:_____ **REPT.#:**_____ **AGE:**____ **RACE: B-W-Other** **SEX: M-F**

TIME OUT OF SERVICE:____ **ADDRESS:**_____

TIME RETN. TO SERVICE:_____

EST. FINANCIAL STATUS:

High___ **Medium**___ **Low**___

DESCRIPTION OF NEED:_____

SERVICE PROVIDED:_____

REFERRAL TO: **CSO-yes**___ **no**___ **Social Service Agency-yes**___ **no**___ **DISPOSITION CODE:**____

DIFFICULTIES ENCOUNTERED:_____

APPENDIX 3

SERVICE DELIVERY PROFILE
SUMMARY OF RESPONSES

Q. 1. Dispatched Call

Elderly (N = 344)

Response Categories	Absolute Frequency	Percent	Cumulative Percent
Yes	86	25	25
No	6	2	27
Unknown	252	73	100

Non-Elderly (N = 2361)

Response Categories	Absolute Frequency	Percent	Cumulative Percent
Yes	545	23	23
No	203	9	32
Unknown	1613	68	100

Q. 2. Race

Elderly (N = 336)

Response Categories	Absolute Frequency	Percent	Cumulative Percent
Non-White	124	37	37
White	212	63	100

Non-Elderly (N = 2275)

Response Categories	Absolute Frequency	Percent	Cumulative Percent
Non-White	982	43	43
White	1293	57	100

Q. 3. Sex of Service Recipient

Elderly (N = 340)

Response Caetgories	Absolute Frequency	Percent	Cumulative Percent
Male	190	56	56
Female	150	44	100

Non-Elderly (N = 2310)

Response Categories	Absolute Frequency	Percent	Cumulative Percent
Male	1378	60	60
Female	932	40	100

Q. 4. Estimated Financial Status (by the Officer)

Elderly (N = 338)

Response Categories	Absolute Frequency	Percent	Cumulative Percent
Low	167	49	49
Medium	157	46	100
High	14	4	100

Non-Elderly (N = 2305)

Response Categories	Absolute Frequency	Percent	Cumulative Percent
Low	899	39	39
Medium	1302	56	95
High	104	5	100

Q. 5. Description of Need (Service Rendered)

Elderly (N = 307)

Response Categories	Absolute Frequency	Percent	Cumulative Percent
Burglary (residential/ commercial)	40	13	13
Robbery (person/purse snatching/flim flam)	11	4	17
Assault (excluding rape and homicide)	9	3	20
Assault (rape and homicide, including reports and child molesting)	1	0	20
Fraud	1	0	20
Larceny (including auto, stolen engines, shoplifting, refusal to pay at a place of business)	35	11	32
Public Intoxication	13	4	36
Hit and run (vehicular)	2	1	36
Follow-up investigation (all types)	1	0	37

Response Categories	Absolute Frequency	Percent	Cumulative Percent
Vandalism/destruction of property	10	3	40
Arson	1	0	40
Family Dispute	23	7	48
Argument/fight amoung friends and/or neighbors	7	2	50
Public Disturbance/harrass-- ment/verbal threats/bomb threats	5	2	52
Fear of criminal activity/ prowler/suspicious person/ missing person reports	18	6	58
Provides information about crime or potentially criminal activity	1	0	58
Disorderly persons	8	3	61
Vehicular citation (except accident) (e.g., speeding)	4	1	62
Accident	61	20	82
Stationary citation (e.g., parking ticket)	7	2	84
Traffic Activities (provided information, direction, warn- ing)	7	2	86
Abandoned vehicle/suspicious vehicle	8	3	89
Medical problem (e.g., ill or home accident) including deceased persons	22	7	96
Emotional/personal problem (e.g., depressed person)	9	3	99
Landlord/tenant problems, neighbor problems	3	1	100

Non-Elderly (N=2216)

Response Categories	Absolute Frequency	Percent	Cumulative Percent
Burglary (residential/ commercial	212	10	10
Robbery (person)/purse snatching/flim flam	29	1	11
Robbery (business)	4	0	11
Assault (excluding rape and homocide	120	5	16
Assault (rape and homocide, including reports and child molesting)	6	0	17
"Victimless" crimes	11	0	17
Larcent (including auto) including stolen engines, shoplifting, refusal to pay at a place of business	329	15	32

Response Categories	Absolute Frequency	Percent	Cumulative Percent
Public intoxication	134	6	38
Hit and run (vehicular)	34	2	40
Follow up investigation (all types)	16	1	40
Vandalism/destruction of property	62	3	43
Escaped criminal/or wanted person	7	0	44
Trial related activity/or administrative errand	10	0	44
Arson	2	0	44
Family dispute	167	8	52
Argument/fight among friends and/or neighbors	81	4	55
Public disturbance/harrassment/ verbal threats/bomb threats	45	2	57
Fear of criminal activity prowler/suspicious persons/ missing person reports	108	5	62
Provides information about crime or potentially criminal activity	6	0	62
Talk with officers (made report)	12	1	63
Disorderly persons	40	2	65
Vehicular citation (except accident)(e.g., speeding)	117	5	70
Accident	464	21	91
Stationary citation (e.g., parking ticket)	52	2	93
Pedestrian citation (e.g., jaywalking)	3	0	93
Direct traffic, etc.	6	0	94
Traffic activities (provided information, directions, and warnings)	46	2	96
Abandoned vehicle/suspicious vehicle	21	8	97
Medical problem (e.g., ill or home accident)including deceased persons	44	2	99
Emotional/personal problem (e.g., depressed person)	11	0	100
Family problems (e.g., child runs away)	7	0	100
Landlord/tenant problems/neighbor problems	2	0	100
Financial problems	1	0	100

Q. 6. Was the Call Founded or Unfounded

Elderly (N = 344)

Response Categories	Absolute Frequency	Percent	Cumulative Percent
No substantive basis for call (Unfounded) (false burglar alarm)	21	6	6
Basis for call cannot presently be ascertained (unknown)	12	3	10
Call is as reported (founded)	311	90	100

Non-Elderly (N =2360)

Response Categories	Absolute Frequency	Percent	Cumulative Percent
No substantive basis for call (unfounded) (false burglar alarm)	56	2	2
Basis for call cannot presently be ascertained (unknown)	103	5	7
Call is as reported (founded)	2201	93	100

Q. 7. Service Provided (by the Officer)

Elderly (N = 276)

Response Categories	Absolute Frequency	Percent	Cumulative Percent
None	1	0	0
Provides transportation	3	1	1
Provides advice and counsel	13	5	6
Took report based upon need; includes hit and run	37	13	20
Assess situation; no report used for unfounded calls	27	9	29
Provide specific follow-up information	1	0	30
Arrest	14	5	35
Found lost or stolen item	3	1	36
Respond to burglar alarm/robbery report/burglary report/larceny report	77	28	64
Assisted motorist, directed traffic	1	0	64
Issued citation/tagged vehicle/ pulled vehicle in	11	4	68
Check on wreck/accident	60	22	90
Assisted officer/back-up	3	1	91

Response Categories	Absolute Frequency	Percent	Cumulative Percent
Arranged for service and/or help including fires; deceased persons, etc.	20	7	98
Investigated prowler, suspicious person	5	2	100

Non-Elderly (N = 2146)

Response Categories	Absolute Frequency	Percent	Cumulative Percent
None	10	0	0
Provides transportation	19	1	1
Provides advice and counsel	151	7	8
Took report based upon need includes hit and run	328	15	24
Assess situation; no report used for unfounded calls	110	5	29
Provided specific follow-up information	9	0	29
Arrest	240	11	40
Found lost or stolen item	21	1	41
Responded to burglar alarm/ robbery report/burglary larceny report	499	23	65
Assisted motorist,directed traffic	44	2	67
Issued citation/tagged vechicle pulled vehicle in	124	6	72
Check on wreck/accident	458	21	94
Assisted officer/back-up	26	1	95
Arranges for service and/or help including fires; deceased persons, etc.	64	3	98
Provides first aid	1	0	98
Follow up investigation	8	0	98
Investigated prowler, suspicious person	34	2	100

Q. 8. Difficulties Encountered (by the Officer)

Elderly (N = 344)

Response Categories	Absolute Frequency	Percent	Cumulative Percent
None	325	94	94
Complainant is irrational and not realistic	14	4	99

Response Categories	Absolute Frequency	Percent	Cumulative Percent
Complainant had insufficient information on complaint/ problem/refused to give information, gave false information	1	0	99
No complainant	4	1	100

Non-Elderly (N = 2360)

Response Categories	Absolute Frequency	Percent	Cumulative Percent
None	2297	97	97
Complainant is irrational and not realistic	21	1	98
Complainant had insufficient information on complaint/ problem/refused to give information, gave false information	15	1	99
Offensive personal conduct by defendant, including verbal abuse	18	1	100
No complainant	8	0	100

Q. 9. Referred to Community Service Organization or Youth Aid

Elderly (N = 343)

Response Categories	Absolute Frequency	Percent	Cumulative Percent
Yes	6	2	2
No	337	98	100

Non-Elderly (N = 2360)

Response Categories	Absolute Frequency	Percent	Cumulative Percent
Yes	46	2	2
No	2314	98	100

Q. 10. Referred to Social Service Agency

Elderly (N = 343)

Response Categories	Absolute Frequency	Percent	Cumulative Percent
Yes	1	0	0
No	342	100	100

Non-Elderly (N = 2359)

Response Categories	Absolute Frequency	Percent	Cumulative Percent
Yes	11	0	< 1
No	2348	100	> 99

APPENDIX 4

QUESTIONNAIRE

APPENDIX 4
QUESTIONNAIRE

RL 642
JULY 1977

TIME INTERVIEW BEGUN _____ Ballot # _____

ADDRESS _____ LINE # _____

Hello. My name is _____ and I am working on a study for Univ. City Science Center about problems of public safety and crime. I would like to get your opinions on these issues.

1. Overall, how would you rate the safety of your neighborhood compared to this city as whole--is your neighborhood a great deal safer, somewhat safer, or less safe than the city as a whole?
   1 GREAT DEAL SAFER
   2 SOMEWHAT SAFER
   3 LESS SAFE
   4 DON'T KNOW

2. How would you rate the safety of your neighborhood compared to other neighborhoods you know of-- is it a great deal safer, somewhat safer, less safe, or about the same compared to other neighborhoods you know of?
   1 GREAT DEAL SAFER
   2 SOMEWHAT SAFER
   3 LESS SAFE
   4 ABOUT THE SAME
   5 DON'T KNOW

3. Does your neighborhood get more police protection than it needs, about the right amount, or less police protection than it needs?
   1 MORE PROTECTION
   2 LESS PROTECTION
   3 RIGHT AMOUNT
   4 DON'T KNOW

HAND CARD A

4. How often do you see a policeman in a car or walking on a street in your neighborhood?
   1 SEVERAL TIMES EACH DAY
   2 NEARLY EVERY DAY
   3 EVERY COUPLE OF DAYS
   4 ONCE A WEEK
   5 ONCE OR TWICE A MONTH
   6 PRACTICALLY NEVER
   7 DON'T KNOW

5. Have you ever moved out of a neighborhood mainly because or problems of crime?
   1 YES
   2 NO

6. Have you seriously considered moving out of this neighborhood because of problems of crime?
   1 YES
   2 NO
   3 DON'T KNOW

HAND CARD B

7. Thinking about areas around your home, for each one I read you please tell me whether you think it is very safe, fairly safe, not too safe, or not safe at all during the day time. (INTERVIEWER: READ LOCATIONS BELOW.)

	VERY SAFE	FAIRLY SAFE	NOT TOO SAFE	NOT SAFE AT ALL	DOES NOT APPLY	DON'T KNOW
Your house, apartment	1	2	3	4	5	6
Your yard or grounds	1	2	3	4	5	6
Your garage	1	2	3	4	5	6
Your elevator (if live in apartment)	1	2	3	4	5	6
Your hallways (if live in apartment)	1	2	3	4	5	6
Place where you go shopping	1	2	3	4	5	6
Nearby public park	1	2	3	4	5	6
Public Transportation buses	1	2	3	4	5	6

8. Now, for each of these areas, please tell me whether you think it is very safe, fairly safe, not too safe, or not safe at all during the evening.

	VERY SAFE	FAIRLY SAFE	NOT TOO SAFE	NOT SAFE AT ALL	DOES NOT APPLY	DON'T KNOW
Your house, apartment	1	2	3	4	5	6
Your yard, or grounds	1	2	3	4	5	6
Your garage	1	2	3	4	5	6
Your elevator (if live in apartment)	1	2	3	4	5	6
Your hallways (if live in apartment)	1	2	3	4	5	6
Place where you go shopping	1	2	3	4	5	6
Nearby public park	1	2	3	4	5	6
Public transportation, buses	1	2	3	4	5	6

9. When you leave your home, even for just a few minutes, do you make sure that all the doors and windows are tightly closed and locked before you go out, or do you sometimes go out without locking up?

1 TIGHTLY LOCKED UP
2 SOMETIMES DON'T LOCK UP
3 OTHER _____
4 DON'T KNOW

10. During the past week, on how many different days did you go out of your house/ apartment alone?

_____ DAYS
0 NONE
X DON'T KNOW

11. During the past week, on how many different evenings did you go out of your house/apartment alone?

_____ EVENINGS
0 NONE
X DON'T KNOW

12. Altogether, on how many different days did you go out of your house/apartment with somebody else?

_____ DAYS
0 NONE
X DON'T KNOW

13. Within the past 3 years, have you done anything to increase the safety of your home?

1 YES
2 NO -- GO TO Q. 16

IF "YES", HAND CARD C AND ASK:

14. Which of these things, if any, have you done within the past 3 years to increase the safety of your home? Just read me the number. (INTERVIEWER: CIRCLE CORRECT NUMBER(S) BELOW.

1 2 3 4 5 6 7 8 9 OTHER (SPECIFY) _____
0 NONE
X DON'T KNOW

HAND CARD D AND ASK:

15. Which of these statements best describes how you feel now that you've made these changes in your home.

1 SAFETY INCREASE GREAT DEAL
2 INCREASED SOMEWHAT
3 INCREASED VERY LITTLE
4 HAS NOT CHANGED AT ALL
5 DON'T KNOW

IF "NO" ON Q. 13, HAND CARD E AND ASK:

16. Which of these reasons best explains why you have done nothing during the past 3 years to increase the safety of your home? Just read me the numbers. (INTERVIEWER, CIRCLE CORRECT NUMBER(S) BELOW.

1 2 3 4 5 6 7 8 9 10
11 OTHER (SPECIFY) _____
12 DON'T KNOW

ASK EVERYBODY

HAND CARD F

17. Which of these things, if any, have you done to make yourself more safe when you go on errands away from your home? Just read me the number. (INTERVIEWER, CIRCLE CORRECT NUMBER(S) BELOW.

1 2 3 4 5 6 OTHER (SPECIFY) _____
7 NONE OF THESE
8 I DON'T GO OUT

HAND CARD G

18. I am going to read you a list of items that may describe the police. For each item, please tell me whether you agree strongly, agree somewhat, disagree somewhat or disagree strongly.

	AGREE STRONGLY	AGREE SOMEWHAT	DISAGREE SOMEWHAT	DISAGREE STRONGLY	NO OPINION
The police come as fast as possible when you need them.	1	2	3	4	5
Most police are sympathetic to crime victims.	1	2	3	4	5
Police treat everyone as a potential criminal.	1	2	3	4	5
The police come when you need them, whether a crime has been committed or not.	1	2	3	4	5
The police don't really understand the problems of the elderly.	1	2	3	4	5
Most policemen are honest.	1	2	3	4	5
Most police like to throw their weight around.	1	2	3	4	5
The police have one of the most difficult jobs in our society.	1	2	3	4	5
The police are doing the best job they possibly can.	1	2	3	4	5
When I have a problem regardless of its nature, I can always turn to the police for help.	1	2	3	4	5

19. Compared with younger people, do the police treat the elderly better, worse, or about the same when dealing with them?

1 ELDERLY TREATED BETTER
2 ELDERLY TREATED WORSE
3 ELDERLY TREATED SAME
4 DON'T KNOW

20. Compared with younger people, are the elderly more likely to be crime victims, less likely, or is there no difference?

1 MORE LIKELY TO BE VICTIMS
2 LESS LIKELY TO BE VICTIM
3 NO DIFFERENCE
4 DON'T KNOW

HAND CARD H

21. I am going to read you a list of qualities that police may have. For each item, please tell me whether you think this quality is very important, fairly important, not too important or not important at all for a policeman to have.

	VERY IMPORTANT	FAIRLY IMPORTANT	NOT TOO IMPORTANT	NOT AT ALL IMPORTANT	NO OPINION
Honesty in dealing with people	1	2	3	4	5
They come fast when you call them	1	2	3	4	5
They come when you call, whether a crime has been committed or not	1	2	3	4	5
They understand problems of old people	1	2	3	4	5
They should be tough in dealing with people	1	2	3	4	5
They should sympathize with the criminal	1	2	3	4	5
The ability to solve crimes	1	2	3	4	5
The ability to prevent crimes	1	2	3	4	5
They teach respect for the law	1	2	3	4	5
More understanding of the problems of the criminal	1	2	3	4	5
They know where people can turn to for assistance with all kinds of problems	1	2	3	4	5

HAND CARD I

22. Shown on this card is a list of problems people may need help for. Please go through this list and tell me the number of those problems for which you would probably call the police

	YOU WOULD CALL POLICE	HAVE EVER CALLED POLICE	LAST TIME CALLED POLICE
A person suffering with chest pains	1	1	1
A pet is lost or missing	2	2	2
If you receive obscene phone calls	3	3	3
If a pilot light in your home goes out	4	4	4
If a water pipe in your home bursts	5	5	5
If you want to find out how often city buses run	6	6	6
A neighbor is severely beating a child	7	7	7
You hear strange noises at night in your house	8	8	8
You see kids marring or painting public buildings	9	9	9
Someone has had too much to drink and has become unmanageable in the home	10	10	10
Information on what to do when a social security check has not arrived on time	11	11	11
You see a strange person loitering near your home	12	12	12
Your neighbors are having a rowdy, noisy party	13	13	13
If someone fell down in your home and you need help moving them	14	14	14
OTHER (Please specify) _____	15	15	15
_____	16	16	16

23. Have you ever called the police for any of these reasons in the past? Which ones? _____

HAVE NEVER CALLED POLICE → 17 GO TO Q. 27

PAGE 7

IF EVER CALLED THE POLICE, ASK:

24. What was the reason you last called the police? _____

25. Did the police handle this problem themselves or refer you to someone else?

1 HANDLED THEMSELVES
2 REFERRED ME TO SOMEONE ELSE
3 OTHER _____
4 POLICE DID NOTHING

CONTINUED

2 OF 3

IF POLICE HANDLED PROBLEM (1, 3, 4 IN Q. 25) GO TO Q. 26c

IF "REFERRED BY POLICE," ASK:

26. Where were you referred?

1 HOSPITAL
2 OTHER SOCIAL SERVICE AGENC
3 OTHER _____

26a. Did this agency or institution really help you?

1 YES
2 NO

HAND CARD J

26b. How did the police refer you to this agency or institution?

1 THEY GAVE ME THE TELEPHONE NUMBER
2 THEY TOOK ME THERE
3 THEY CALLED THE AGENCY/INSTITUTION ON MY BEHALF
4 THEY JUST TOLD ME WHERE I COULD CALL
5 OTHER (Please specify) _____

26c. How satisfied were you with how the police handled this problem--very satisfied, fairly satisfied, not too satisfied, or not satisfied at all?

1 VERY SATISFIED
2 FAIRLY SATISFIED
3 NOT TOO SATISFIED
4 NOT SATISFIED AT ALL
5 DON'T KNOW

26d. Why do you say that?

26f. Why did you call the police for this problem rather than some other agency or institution?

26e. In what ways, if any, could the police improve the way they deal with social problems affecting the elderly?

HAND CARD K

27. I am going to read you a list of crimes. For each crime, please tell me how afraid you are of its happening to you.

	MOST AFRAID	SOMEWHAT AFRAID	LEAST AFRAID	MOST LIKELY	SOMEWHAT LIKELY	LEAST LIKELY	INCREASE IN PAST 3 YRS.
Being beaten up at home	1	2	3	1	2	3	1
Being robbed of money or other property while you are at home	1	2	3	1	2	3	2
Having property stolen from your home while you are away	1	2	3	1	2	3	3
Being bothered by prowlers or peeping Toms at home	1	2	3	1	2	3	4
Being vandalized or having property destroyed at home.	1	2	3	1	2	3	5
Being raped	1	2	3	1	2	3	6
Being harrassed or taunted by teenagers while at home	1	2	3	1	2	3	7
Being robbed of money or other property while on the streets	1	2	3	1	2	3	8
Being beaten up on street, alley, or parking lot	1	2	3	1	2	3	9
Having property stolen from garage or lawn or car while you are away	1	2	3	1	2	3	10

HAND CARD L

28. How likely is it that (READ EACH ITEM ABOVE) will happen to you.

HAND CARD M

29. Which of these crimes, if any, have increased in your neighborhood during the past 3 years? _____

30. In general, are you more afraid of being victimized while you are at home or while you are out on the streets?

1 WHILE AT HOME
2 OUT ON STREETS
3 OTHER _____
4 NEITHER
5 DON'T KNOW

HAND CARD N

31. Shown on this card is a list of things that may have happened to you personally during the past year. Please go through the list and tell me the number of each thing that has happened to you at your home during the past year.

	HAPPENED IN LAST YEAR	Q.32 NUMBER OF TIMES HAPPENED IN PAST 3 YEARS	Q.33 HAPPENED IN PAST 3 YEARS TO OTHER FAMILY/FRIENDS
Been beaten up at home	1	____TIMES 0 TIMES	1
Been robbed of money or other property when you were at home	2	____TIMES 0 TIMES	2
Having property stolen from your home while you are away	3	____ TIMES 0 TIMES	3
Been bothered by prowlers or peeping Toms at home	4	____ TIMES 0 TIMES	4
Been vandalized or had property destroyed at home	5	____ TIMES 0 TIMES	5
Been raped	6	____ TIMES 0 TIMES	6
Been harrassed or taunted by teenagers while at home	7	____ TIMES 0 TIMES	7
Having property stolen from garage, lawn, or car while you are away	8	____TIMES 0 TIMES	8
			8 NONE 9 DON'T KNOW

32. Thinking of the past 3 years, how often have you (READ EACH ITEM ABOVE) _____

33. Which of these things, if any, has happened during the past 3 years to other family members or friends? _____

HAND CARD O

34. Shown on this card is a list of things that may have happened to you personally while on the streets. Please go through the list and tell me the number of each thing that has happened to you on the streets or in a public place during the past year?

	Q.34 HAPPENED IN LAST YEAR	Q 35 NUMBER OF TIMES HAPPENED IN PAST 3 YEARS	Q.36 HAPPENED IN PAST 3 YEARS TO OTHER FAMILY/FRIENDS
Been harrassed or taunted by teenagers while on the streets	1	____ TIMES 0 TIMES	1
Been robbed of money or other property while on the streets	2	____ TIMES 0 TIMES	2
Been threatened with physical harm while on the streets	3	____TIMES 0 TIMES	3
Been threatened with robbery while on the streets	4	____ TIMES 0 TIMES	4
Been beaten up on street, alley or parking lot	5	____TIMES 0 TIMES	5
Been raped or suffered attempted rape while on the streets	6	____TIMES 0 TIMES	6

35. Thinking of the past 3 years, how often have you (READ EACH ITEM ABOVE) _____

36. Which of these things, if any, has happened during the past 3 years to other family members or friends? _____

37. Is there any other type of crime that has happened to you during the past 3 years? 1 YES 2 NO

IF "YES", ASK:

38. What type of crime was that?

INTERVIEWER: IF RESPONDENT HAS NOT HAD ANY PERSONAL EXPERIENCE OF CRIME AT HOME (Q. 32) OR CRIME IN THE STREET (Q. 35) DURING PAST 3 YEARS, GO TO Q. 87, PAGE 15

IF RESPONDENT HAS HAD ONLY ONE EXPERIENCE OF CRIME, EITHER AT HOME OR ON THE STREET, GO TO Q. 39

IF RESPONDENT HAS HAD MORE THAN ONE PERSONAL EXPERIENCE OF CRIME AT HOME OR ON THE STREET DURING PAST 3 YEARS, ASK:

38. Which one of these experiences that has happened to you during the past 3 years, either at home or on the street or in a public place, was most frightening to you? (INTERVIEWER: WRITE IN ITEM BELOW AND INDICATE WHETHER IT HAPPENED AT HOME OR ON STREET.

_____

1 HOME 2 STREET -- GO TO Q. 39.

ASK EVERYBODY WHO HAS EXPERIENCED A CRIME DURING PAST 3 YEARS. ALL OTHERS GO TO Q. ____

39. Did you or someone else call or report this crime to the police?
1 YES, I REPORTED IT
2 YES, SOMEONE ELSE DID } GO TO 41
3 NO, WAS NOT REPORTED

IF NOT REPORTED TO POLICE, HAND CARD P AND ASK:

40. Which of these reasons most nearly describes why you did not report this crime to the police? Just read me the numbers. (INTERVIEWER: CIRCLE NUMBERS BELOW.)

1 2 3 4 5 6 7 8 9 10 11 12 13 14

15 OTHER (PLEASE SPECIFY) _____

16 DON'T KNOW

GO TO Q. 87, PAGE 15

ASK ONLY OF THOSE WHO HAVE EXPERIENCED A CRIME AND REPORTED IT TO THE POLICE.

41. Did you talk with anyone else about this crime before the crime was reported to the police?
1 YES
2 NO
3 DON'T KNOW

IF "YES", ASK:

42. Did that person call the police for you, or advise you to call the police?
1 CALLED POLICE FOR ME
2 ADVISED ME TO CALL
3 OTHER
4 DON'T KNOW

HAND CARD O

43. How seriously injured were you as a result of this crime? Just read me the number.

1 2 3 4 5 6 7 NO INJURIES - GO TO Q. 45

IF INJURED, ASK:

44. Who arranged for your medical attention?
1 I DID MYSELF
2 FRIEND, FAMILY, NEIGHBOR
3 WITNESS, BYSTANDER
4 POLICE
5 OTHER _____

HAND CARD R

45. Which of the following, if any, happened to you as a result of this crime? Just read me the number.

1 2 3 4 5 6 7 8 9 10 NONE OF THESE

46. When did this crime take place?
1 DURING PAST MONTH
2 2 - 6 MONTHS AGO
3 7 - 12 MONTHS AGO
4 1 - 2 YEARS AGO
5 2 - 3 YEARS AGO
6 OVER 3 YEARS AGO --GO TO Q. 87 P.15

47. Did this crime happen to you during the day or at night?
1 DAY
2 NIGHT
3 DON'T KNOW

48. Did you see or confront the criminals?
1 YES
2 NO — GO TO Q. 51

IF "YES", ASK:

49. How many criminals were involved?
_____ CRIMINALS
X DON'T KNOW

50. Were the criminals under age 18?
1 YES
2 NO
3 DON'T KNOW

50a. What was the race of the criminals?
1 WHITE
2 BLACK
3 SPANISH
4 OTHER

50b. Did you know who the criminals were even before the crime occurred?
1 YES
2 NO

IF "YES", ASK:

50c. Were these criminals members of your own family? 1 YES 2 NO

IF THE CRIME OCCURRED ON STREET OR IN PUBLIC PLACE (Q. 35), ASK: ALL OTHERS GO TO Q. 54

51. Did this crime happen to you within a few blocks of your present home, in this same city but not near home, or in a different city?
1 WITHIN FEW BLOCKS OF HOME
2 WITHIN THIS CITY
3 IN DIFFERENT CITY
4 OTHER _____

52. When this crime occurred, were you on a routine errand that you often made, or were you on a special errand?
1 ROUTINE ERRAND
2 SPECIAL ERRAND
3 OTHER _____
4 DON'T KNOW

HAND CARD S

53. What type of area were you in when this crime occurred?
1 CITY, BUSINESS AREA
2 RESIDENTIAL, SINGLE FAMILY HOMES
3 APARTMENTS
4 OTHER _____
5 RURAL

54. Were you alone or with someone else when this event occurred?
1 ALONE
2 WITH SOMEONE ELSE
3 DON'T KNOW

54a. Were there other people around who witnessed the crime? 1 YES 2 NO 3 DON'T KNOW

55. What type of weapons, if any, did the criminal(s) carry?
1 GUN
2 CLUB, STICK
3 KNIFE
4 OTHER _____
5 NO WEAPON

56. Was any of your personal property or money stolen as a result of this crime?
1 YES
2 NO
3 DON'T KNOW

IF "YES", ASK:

57. About how many dollars worth of property was stolen?
$ _____
X DON'T KNOW

58. Did you ever get all or part of your property back?
1 YES
2 NO

59. Were you reimbursed for your loss by insurance?
1 YES
2 NO

60. Within about how many minutes after the crime was discovered or occurred were the police contacted?
_____ MINUTES
X DON'T KNOW

61. Did the police come to the scene of the crime, or did you go to the police station, or did you talk to the police in person elsewhere?
1 POLICE CAME TO SCENE
2 I WENT TO POLICE STATION
3 TALKED IN PERSON ELSEWHERE
4 DID NOT SEE POLICE IN PERSON
5 OTHER _____

IF POLICE CAME TO SCENE OF CRIME, ASK:

62. Do you think the police could have arrived more quickly or not?
1 YES
2 NO
3 DON'T KNOW

63. How many different policemen did you tell about the crime the first time you talked with them?
_____ POLICE
X DON'T KNOW

64. Thinking of the first time you talked to the police, about how many minutes did you talk with them?
_____ MINUTES
X DON'T KNOW

65. On how many different occasions did you talk to the police about this crime?
_____ DIFFERENT OCCASIONS
X DON'T KNOW

66. On any of these occasions, were any of the police you talked to detectives?
1 YES
2 NO
3 DON'T KNOW

67. Thinking of the police you spoke with the first time, what was the race of each one?

POLICE #1	POLICE #2	POLICE #3	POLICE #4	POLICE #5
1 White	1 White	1 White	1 White	1 White
2 Black	2 Black	2 Black	2 Black	2 Black
3 Spanish	3 Spanish	3 Spanish	3 Spanish	3 Spanish
4 Other	4 Other	4 Other	4 Other	4 Other
5 Don't know	5 Don't know	5 Don't know	5 Don't know	5 Don't know

68. SEX: 1 M 2 F | 1 M 2 F | 1 M 2 F | 1 M 2 F | 1 M 2 F

69. How concerned were the police about your physical condition as a result of the crime? Were they very concerned, fairly concerned, not too concerned, or not concerned at all?
1 VERY CONCERNED
2 FAIRLY CONCERNED
3 NOT TOO CONCERNED
4 NOT CONCERNED AT ALL
5 DON'T KNOW

70. How concerned were the police about your emotional condition as a result of the crime--were they very concerned, fairly concerned, not too concerned or not concerned at all?
1 VERY CONCERNED
2 FAIRLY CONCERNED
3 NOT TOO CONCERNED
4 NOT CONCERNED AT ALL
5 DON'T KNOW

71. Overall, did you feel the police were very sympathetic, fairly sympathetic or not too sympathetic with you?
1 VERY SYMPATHETIC
2 FAIRLY SYMPATHETIC
3 NOT TOO SYMPATHETIC
4 DON'T KNOW

72. Did the police make you feel that the crime was all your fault, somewhat your fault, or not your fault that it had happened to you?
1 ALL MY FAULT
2 SOMEWHAT MY FAULT
3 NOT MY FAULT
4 DON'T KNOW

72a. Were the police correct about whose fault it was?
1 YES
2 NO

73. Did somebody assist you or act as an intermediary when you talked with the police?
1 YES
2 NO
3 DON'T KNOW

HAND CARD T

74. Shown on this card is a list of things the police can do to respond to a crime report. Which of these things did the police do when investigating the crime that happened to you?

	DID DO	SHOULD HAVE DONE
Took fingerprints	1	1
Search the area for clues	2	2
Send higher ranking official to handle the case	3	3
Talk with the neighbors	4	4
Drive around the neighborhood to look for suspects	5	5
Take you to the police station to look at pictures of possible suspects	6	6
Put a special detective on the case	7	7
Send a social service agent to talk with you	8	8
Send a medical person to take medical clues	9	9
Get help for you from a social service agency.	10	10
Other (specify)	11	11

75. Which of the things on that list, if any, do you think the police should have done that they didn't? _____

76. What other things, if any, do you think the police should have done in dealing with this crime?

IF RESPONDENT ANSWERS ITEM 8 or 10 on Q. 74, ASK: ALL OTHERS GO TO NEXT PAGE.

aa. Where were you referred?
1 HOSPITAL
2 OTHER SOCIAL SERVICE AGENCY
3 OTHER (specify) _____

bb. Did this agency or institution really help you?
1 YES
2 NO

cc. How did the police refer you to this agency or institution? (INTERVIEWER: USE CARD J IF NECESSARY.)

1 THEY GAVE ME THE TELEPHONE NUMBER
2 THEY TOOK ME THERE
3 THEY CALLED THE AGENCY/INSTITUTION ON MY BEHALF
4 THEY JUST TOLD ME WHERE I COULD CALL
5 OTHER (specify) _____

77. Overall, did you feel that the police made a great effort to help you, some effort, or very little effort?
1 GREAT EFFORT
2 SOME EFFORT
3 VERY LITTLE EFFORT
4 DON'T KNOW

78. Did the police at any time try to make you change your story about what happened?
1 YES
2 NO

79. Did the police let you say all that you wanted to about this crime?
1 YES
2 NO

80. What other problems, if any, did you have with the police on this crime?

X NONE
Y DON'T KNOW

81. What else could the police do to help elderly crime victims?

X NOTHING ELSE
Y DON'T KNOW

82. Were the police able to solve the crime?
1 YES
2 NO
3 DON'T KNOW

IF "DON'T KNOW," ASK:
83. Would you like to know if the police solved the crime?
1 YES
2 NO

84. How likely do you think it is that you would have the same crime happen to you again--very likely, fairly likely, or not too likely?
1 VERY LIKELY
2 FAIRLY LIKELY
3 NOT TOO LIKELY
4 DON'T KNOW

85. What changes, if any, have you made in your life to prevent a recurrence of this type of crime?

X NO CHANGES
Y DON'T KNOW

86. If this type of crime happened to you again, would you report it to the police again?
1 YES
2 NO
3 DON'T KNOW

IF "NO" OR "DON'T KNOW", ASK:
86. Would you report it to anyone else?
1 YES
2 NO
3 DON'T KNOW

86a. Why wouldn't you report it to the police?

ASK QUESTIONS BELOW OF EVERYBODY, WHETHER EXPERIENCED A CRIME OR NOT.

87. Over the past three years, have you witnessed a serious crime?
1 YES
2 NO -- GO TO Q. 92

IF "YES", ASK:

88. What type of crime was that?

89. Did it make you change your behavior or the way you live to avoid such a thing happening to you?
1 YES
2 NO

IF "YES", ASK:

90. How did you change your life? What did you do?

91. As a result of witnessing that crime, has your fear of crime increased, decreased, or stayed the same compared to what it was?
1 INCREASED
2 DECREASED
3 STAYED THE SAME
4 DON'T KNOW

92. During the past few weeks, have you felt (READ ITEM) often, sometimes, rarely, or never?

	OFTEN	SOMETIMES	RARELY	NEVER	NO OPINION
Pleased that things were going your way	1	2	3	4	5
Lonely or remote from other people	1	2	3	4	5
Proud because someone had complimented you on something you had done	1	2	3	4	5
Depressed or very unhappy	1	2	3	4	5
Upset because someone criticized you	1	2	3	4	5
Particularly excited or interested in something	1	2	3	4	5
Bored	1	2	3	4	5
Pleased about having accomplished something	1	2	3	4	5

93. I am going to read you a series of statements. For each statement, please tell me whether you agree or disagree with it.

	AGREE	DISAGREE	NO OPINION
It bothers me when I have to swallow my pride and defer to the opinion of someone who has not had the experiences in life that I have had.	1	2	3
The needs of the elderly are for the most part ignored by the general public and by their elected representatives.	1	2	3
Elderly people, because they have seen a lot of life, generally have a better understanding of human nature than does the average man in the street.	1	2	3
Elderly people have different problems and interests than do people from younger age groups. Therefore, elderly people should stick together.	1	2	3
Many times I feel that we might just as well make many of our decisions by flipping a coin.	1	2	3
Most people don't realize the extent to which their lives are controlled by accidental happenings.	1	2	3
Often I feel that I have little influence over the things that happen to me.	1	2	3
Trusting to fate has never turned out as well for me as making a decision to take a definite course of action.	1	2	3

Now, I'd like to ask you a few questions about your health.

94. About how many days were you sick in bed during the past year?
_____ DAYS
X NONE
Y DON'T KNOW

95. Do you worry about your health a lot, once in a while, or almost never?
1 A LOT
2 ONCE IN A WHILE
3 ALMOST NEVER
4 NO OPINION

96. Do you have as much pep as you did 3 years ago?
1 YES
2 NO
3 DON'T KNOW

97. Compared with others your age, would you say your health is better than average, about average, or worse than average?

1 BETTER THAN AVERAGE
2 ABOUT AVERAGE
3 WORSE THAN AVERAGE
4 NO OPINION

98. I am going to read you a list of things that people often do during the day. For each one, please tell me if you can actually do it or not, even if you don't have to do it every day.

	CAN DO	CANNOT DO	DON'T KNOW
Climb a flight of ten stairs.	1	2	3
Do minor household repairs.	1	2	3
Clean a house.	1	2	3
Ride a bus.	1	2	3
Go for walks outside.	1	2	3
Hear over the telephone.	1	2	3
Dress and put on your shoes by yourself.	1	2	3
Take a bath by yourself.	1	2	3
Cut your own toenails.	1	2	3

99. I'd like to read you a series of statements. For each one, please tell me whether you agree or disagree with it.

	AGREE	DISAGREE	NO OPINION
These days a person doesn't really know whom he can count on.	1	2	3
Most people really don't care what happens to the next fellow.	1	2	3
It bothers me when something unexpected interrupts my daily routine.	1	2	3
If you don't watch yourself, people will take advantage of you.	1	2	3
I regret the chance I missed during my life to do a better job of living.	1	2	3
The things I do are as interesting to me as they ever were.	1	2	3
As I look back on my life, I am fairly well satisfied.	1	2	3
Things keep getting worse as I get older.	1	2	3

Now, I'd like to talk with you a little about your social life.

100. Do you belong to any organizations or clubs?

1 YES
2 NO
3 DON'T KNOW

101. Do you usually eat alone?

1 YES
2 NO

102. Do you now spend more time, less time, or about the same amount of time visiting with friends as you did when you were young?

1 MORE TIME
2 LESS TIME
3 ABOUT THE SAME
4 DON'T KNOW

103. Do you spend more time, less time, or about the same amount of time alone now than you did when you were young?

1 MORE TIME
2 LESS TIME
3 ABOUT THE SAME
4 DON'T KNOW

104. Some people say that an old person gets to be a bother to(himself/herself) and to other people, and that being old is really more trouble than it is worth. Do you agree strongly, agree somewhat, disagree somewhat or disagree strongly with this?

1 AGREE STRONGLY
2 AGREE SOMEWHAT
3 DISAGREE SOMEWHAT
4 DISAGREE STRONGLY
5 DON'T KNOW

HAND CARD U

105. How often do you go out of your home to visit your children, relatives or close friends?

1 EVERY DAY
2 2-3 TIMES PER WEEK
3 ABOUT ONCE A WEEK
4 2-3 TIMES PER MONTH
5 ABOUT ONCE A MONTH
6 LESS OFTEN
7 NEVER
8 DON'T KNOW

106. How often do your children, relatives or close friends come to visit you? Just read me the number.

1 2 3 4 5 6 7 NEVER 8 DON'T KNOW

107. How often do you talk with these people by phone? Just read me the number.

1 2 3 4 5 6 7 NEVER 8 DON'T KNOW

108. Did you go out to visit anyone at their house yesterday or today?

1 YES
2 NO

109. Did you talk to any children, relatives or close friends on the phone yesterday or today?

1 YES
2 NO

110. I am going to read you a few statements about television. For each one, please tell me whether you agree or disagree with it.

	AGREE	DISAGREE	NO OPINION
A lot of things shown on TV are make-believe, but in general TV programs give you a pretty good idea of how dangerous life can be for the average citizen.	1	2	3
The way in which policemen are shown on TV is pretty much like the way they are in real life.	1	2	3
All in all, watching television really can help a person learn some valuable lessons about living in a big city.	1	2	3

111. Have you recently seen a television news story which has made you more afraid that you could become a crime victim?
1 YES
2 NO
3 DON'T KNOW

HAND CARD V

112. Here is a list of television programs. Which of these programs, if any, do you regularly watch? Just read me the number(s).

1 2 3 4 5 6 7 8 9 10 11 NONE OF THESE
12 DON'T HAVE TV
13 DON'T KNOW

Now, just a few questions for statistical purposes. . .

113. How many years have you lived in this neighborhood?
1 LESS THAN ONE YEAR
_____ YEARS
Y DON'T KNOW

114. Do you really feel that you are part of this neighborhood, or do you see it just as a place to live?
1 PART OF NEIGHBORHOOD
2 JUST PLACE TO LIVE
3 NO OPINION

115. What was the last grade you completed in school?
1 EIGHTH GRADE OR LESS
2 SOME HIGHSCHOOL
3 HIGH SCHOOL COMPLETE
4 SOME COLLEGE
5 COLLEGE COMPLETE
6 GRADUATE WORK

116. Do you have a telephone?
1 YES
2 NO

117. Do you have a working radio?
1 YES
2 NO

118. Do you have a working television set?
1 YES
2 NO

119. What is your ethnic background? Are you decended from Irish immigrants, Italian, Polish, Jewish or what?
1 IRISH
2 ITALIAN
3 POLISH
4 JEWISH
5 SWEDE/NORWEGIAN/DANISH
6 OTHER _____

120. How old are you?
_____ YEARS
X REFUSED

121. How many people live in this household?
1 ONE
2 TWO
3 THREE
4 FOUR
5 FIVE
6 SIX
7 SEVEN OR MORE

122. Do you presently work for wages at a full or part-time job?
1 YES
2 NO

HAND CARD W

123. Which of the following best describes your financial situation? Just read me the number of the statement.

1 2 3 4 5 6 7 REFUSED

124. Which of these statements describes your financial situation when you were 50 years old? Just read me the number.

1 2 3 4 5 6 7 REFUSED

125. Which of these statements will best describe your financial situation ten years from now? Just read me the number.

1 2 3 4 5 6 7 REFUSED

126. Is your income under $5,000, between $5,000 and $10,000, or over $10,000 per year?
1 UNDER $5,000
2 $5,000 - $10,000
3 Over $10,000
4 REFUSED

THANK YOU FOR THIS INTERVIEW.

INTERVIEWER: FILL OUT BELOW:

127. RACE:
1 WHITE
2 BLACK
3 SPANISH
4 ORIENTAL
5 OTHER _____

128. SEX:
1 MALE
2 FEMALE

INTERVIEWER: PLEASE COMPLETE:

TIME INTERVIEW COMPLETED: _____ LENGTH OF INTERVIEW: _____

DATE: _____

1. THE RESPONDENT:
   1 COULD READ VERY WELL
   2 COULD READ ADEQUATELY
   3 COULD HARDLY READ
   4 COULD NOT READ

2. THE RESPONDENT:
   1 SPOKE ENGLISH VERY WELL
   2 SPOKE ENGLISH ADEQUATELY
   3 SPOKE ENGLISH POORLY
   4 DID NOT SPEAK ENGLISH

3. THE RESPONDENT:
   1 WAS INTERESTED AND ALERT FOR THE ENTIRE INTERVIEW
   2 WAS INTERESTED AND ALERT FOR ABOUT HALF THE INTERVIEW
   3 WAS NOT VERY ALERT THROUGHOUT THE INTERVIEW

4. THE RESPONDENT:
   1 HAD SOMEONE IN THE HOUSE ACT AS INTERPRETER
   2 ANSWERED ALL THE QUESTIONS HIMSELF/HERSELF WITHOUT HELP.

5. I HAD TO:
   1 REPEAT ALMOST EVERY QUESTION
   2 REPEAT AN OCCASIONAL QUESTION
   3 DID NOT HAVE TO REPEAT THE QUESTIONS

6. HOUSING DESCRIPTION OF RESPONDENT:
   1 ONE FAMILY DETACHED
   2 ONE FAMILY ATTACHED
   3 TWO FAMILY
   4 GARDEN APARTMENT
   5 HIGH RISE APARTMENT

7. DESCRIPTION OF NEIGHBORHOOD
   1 POOR
   2 WORKING CLASS
   3 MIDDLE CLASS
   4 UPPER CLASS

APPENDIX 5

COMPOSITE VARIABLES

The following variables are composite scores representing linear combinations of responses to the questionnaire items (See Appendix 4). The interpretation of each variable is indicated together with the items which it represents.

Variable	Description
ELDSUPER	Superiority of the elderly. Linear combination of responses to subitems 1, 2, 3 and 4 of questionnaire item #93, derived by factor analysis.
HOMESAFETY	Perception of the safety of the home and adjacent areas. A linear combination of responses to subitems of questionnaire items #7 and #8 derived by factor analysis; highest loadings are those for subitems 1 and 2 of each item.
LHC	Likelihood of home crime. Perceived vulnerability to victimization at home. The sum of responses to subitems 1, 2, 4 and 7 of questionnaire item #28.
LIFESAT	General life satisfaction. A linear combination of the subitems of questionnaire item #92, derived by factor analysis.
LOC	Locus of control; the degree to which respondents feel that they control their own destinies. The sum of responses to subitems 5, 6 and 7 of questionnaire item #93.
LSC	Likelihood of street crime. Perceived vulnerability to victimization while away from home. The sum of responses to subitems 3, 8, 9 and 10 of questionnaire item #28.
NAP	Negative attitudes toward police. A linear combination of responses to questionnaire item #18, derived by factor analysis. Highest loadings are on subitems 3, 5 and 7.
NOSUPORT	Perception of the supportiveness of others. The sum of responses to subitem 2 of questionnaire item #93 and subitems 1, 2 and 4 of item #99.
PAP	Positive attitudes toward police. A linear combination of responses to questionnaire item #18, derived by factor analysis. All subitems except 3, 5 and 7 load on this factor; highest loading (.78) is for "police do the best job they possibly can".

APPENDIX 5 (continued)

Variable	Description
PUBLICSAFETY	Perception of the safety of public areas. A linear combination of responses to questionnaire item #18, derived by factor analysis. Highest loadings are those for subitems 6, 7 and 8 of each item.
SUBJHLTH	Concern with health. linear combination of responses to questionnaire items #95, 96 and 97 derived by factor analysis.

APPENDIX 6

STATISTICAL TESTS

The following is a summary of the statistical tests used in the survey data analysis. The Statistical Package for the Social Sciences (Norman Nie, et. al., McGraw-Hill, 1975) was used to construct data files and facilitate analyses; the namual provides excellent descriptions of the various tests employed in this study, as well as discussion of basic concepts in statistics.

1. Chi-square test determines whether a systematic relationship exists between two nominal level variables. A nominal variable is one which may take on only a limited number of values, each numerical value serving only as a label. No assumptions are made concerning the order or distances between values, "Marital status" and "race" are examples of nominal variables.

2. (Student's) t-test: The t-test determines whether the means ("averages") of two sets of interval level variables are significantly different; it indicates the likelihood that the difference between two sample means is due to chance. Interval variables are those whose values are defined in terms of equal units. Temperature (unit = degree) is an example.

3. Analysis of variance: Analysis of variance is a technique for examining the variation observed in data to determine the likelihood that differences between means of a number of different samples could have arisen by chance; that is, the likelihood that the samples were drawn from populations having the same mean.

4. Pearson (product moment) correlation: The Pearson correlation coefficient (r) is an estimate of the strength of relationship between two interval level variables. The coefficient ranges from -1 to +1, with negative values denoting an inverse relationship, positive values indicate that the variables tend to increase or decrease together, and values near zero indicate the absence of a linear relationship betwen two variables. The square of r is an estimate of the proportion of the variation in one variable which is accounted for or explained by variation in the second variable.

5. Kendall's tau b: the tau b is a measure of the relationship between two ordinal-level variables. Ordinal measurement permits rank ordering of values

according to some criterion, but the intervals between values are not assumed to be equal. Thus, ordinal measurement is "higher" than nominal but "lower" than interval.

6. Factor analysis: Factor analysis is a technique for analyzing sets of correlation coefficients in order to study patterns of interdependencies between variables and identify interpretable "factors" which account for the patterns of intercorrelations. A "factor score" is a linear combination of the original variables. The set of factors derived by the analysis is referred to as a "factor structure" and the correlation between a variable and a factor is the "loading" of the variable on the factor. Higher loadings indicate stronger similarities between the variable and the factor.

7. Eta: Eta is a measure of association between a nominal and an interval level variable. It indicates how similar the means of the interval variables are within the categories of the nominal variable.

8. Multiple regression: The multiple regression technique allows one to analyze the relationships between a (dependent) variable and a set of "predictor" variables; it yields the linear combination of the predictor variables having the highest correlation with the dependent variable.

APPENDIX 7

DISCUSSION OF MULTIPLE REGRESSION ANALYSES OF ATTITUDES TOWARD POLICE

There are numerous variables related to attitudes toward police; many of these involve personality traits or opinions which are independent of police performance. Among the elderly interviewed in the study, unfavorable attitudes toward the police are associated with belief that most people are not supportive (NOSUPORT*, $p < .001$); a feeling that the general public ignores the needs of the elderly ($p < .001$); that the elderly have superior wisdom and should not have to defer to younger people (ELDSUPER, $p < 991$); a belief that they have little control over their destinies (LOC, $p < .001$); a general dissatisfaction with one's life (LIFESAT, $p < .001$) and concern with one's health (SUBJHLTH, $p < .001$; there is no relationship with actual health). Clearly, the elderly's attitudes toward police officers are related to many factors over which the police have not control. If those who have called the police differ from those who have not called on the attitudinal factors (i.e., if they tend to have external locuses of control, feel that others are not supportive, etc.) this would suggest that it may be these views, rather than the contact with police, which explain the more unfavorabe attitudes toward police of thos who have called. Since the feelings and beliefs largely represent stable and enduring traits, it is unlikely that they have evolved in the interim following police contact. Furthermore, crime victims who called police do not differ from crime victims who did not call police on any of the traits; thus it is unlikely that police contact could account for differences in locus of control, etc. between those who have called police and those who have not.

Those who have called police differ from those who had not called on all listed variables except LIFESAT and SUBJHLTH, and the direction of the differences consistently predisposes callers to have more unfavorable attitudes toward police. Furthermore, callers tend to set higher standards for police performance: relative to non-callers, callers believe it is more important that police are hones ($p < .001$); come when called, regardless of whether a crime ahs been committed ($p < .001$); that police come quickly when called ($p < .005$); that they prevent crimes ($p < .05$) and that they know where people turn for assistance with all types of problems ($p < .05$). Non-callers did not rate the importance of any activity more highly than did callers, suggesting that the elderly who contact police have higher expectations regarding service delivery and those who do not call.

While the preceding discussion suggests that the relatively unfavorable attitudes toward police held by elderly interviewees who have been recipients of police services may reflect the operation of pre-existing personality variables rather than police performance factors, this conclusion can not be maintained in the absence of longitudinal data. Furthermore, a multiple regression analysis indicated that police performance factors are quite important in determining victims' attitudes: ratings of police performance factors (e.g., response time, sympathy toward victim, concern with victim's emotional condition, making an effort to help, allowing victim to tell his whole story) account for 28% of the variance in victims' NAP scores (Multiple $R = .63$, $R^2 = .40$, Adjusted $R^2 = .28$, $p < .05$) and 35% for PAP scores (Multiple $R = .62$, $R^2 = .40$, Adjusted $R^2 = .35$, $p < .05$), while victims'

traits (e.g., social isolation, locus of control, life satisfaction, feelings of superiority) account for only 11% (Multiple R = .40, R^2 = .16, Adjusted R^2 = .11, $p < .05$) and 30% (Multiple R = .63, R^2 = .40, Adjusted R^2 = .30, $p < .01$) respectively. This suggests that both the psychological makeup of the victim and police performance contribute significantly to the elderly's attitudes toward police; it is not possible to identify the more important factor (since psychological variables no doubt influence perception of police performance) or to decide which of them accounts for the callers' relatively unfavorable attitudes as compared to non-callers. NAP scores are more weakly related to both performance and personality factors than PAP scores; it may be that negative feelings about the police reflect media accounts, childhood encounters, rumors of police abuse, or other factors which are relatively independent of personality factors. Only about one-third of the variance in victims' NAP scores can be traced to the factors discussed above, with personality traits making only a minor contribution.

Turning to satisfaction with police services, we note that the elderly who have contacted police have been generally satisfied although 25% indicate some dissatisfaction. Significantly, the degree of satisfaction was not related to race, age, or sex within the sample as a whole or any of the neighborhood types. It is also unrelated to whether or not the police were able to solve the crime. The critical performance factors are response time ($r = .73$, $p < .001$) and those involving direct expression of the officer's concern for the victim: showing concern for the victim's emotional condition ($r = .47$, $p < .001$), expressing sympathy ($r = .61$, $p < .001$) and making a great effort to be of help ($r = .58$, $p < .001$). The only situational factor found to be related to satisfaction was whether the crime occurred during the day or night; those victimized at night expressed more satisfaction ($p < .005$) with police services. Satisfaction ratings were unrelated to whether or not property was stolen, whether the victim was injured, or whether he was alone at the time of the crime. However, those who were alone when victimized felt that the police were less sympathetic ($t = 2.05$, $p < .05$) and less understanding ($t = 3.04$, $p < .005$) than those who were not alone. It may be that a lone victim relies more heavily upon responding officers for emotional support.

Multiple regression analyses were conducted to identify factors associated with victims' satisfaction with police services. Both police performance ratings and interviewees' personality traits were found to be strongly related to satisfaction scores, together they accounted for more than three-fourths of the variance in satisfaction (Multiple R = .93, R^2 = .87, Adjusted R^2 = .77, $p < .01$). When analyzed separately, performance factors were found to account for twice the variance (55%) accounted for by the personality traits (26%). The most important performance variables, in decreasing order of importance as measured by beta weights were police response time (BETA = .68), sympathy (BETA = .28), listening to victim's story (Beta = .18) and general helpfulness (Beta = .18). Other performance factors made smaller independent contributions. The most important respondent factors were general life satisfaction (Beta = .45), feelings of superiority (Beta = .33), locus of control (Beta = .33) and social isolation (Beta = .29). When the two sets of factors were analyzed together, police response time (Beta = .60), respondent's feelings of superiority (Beta = .56), police officer's

expression of sympathy (Beta = .51) and respondents' general life satisfaction (Beta = .46) made the greatest independent contributions to satisfaction scores; these four variables accounted for more than two-thirds of the variance in satisfaction ratings (Multiple R = .86, R^2 = .74), Adjusted R^2 = .68, $p < .01$).

APPENDIX 8

POLICE, CRIME AND THE ELDERLY: A NATIONAL SURVEY TO IDENTIFY ON-GOING PROGRAMS

This is a survey of all Area Agencies on Aging. It is being conducted as part of a comprehensive study of police-elderly interactions and of the police- and crime-related needs of the elderly. The overall purpose of the study is to develop program and policy guidelines aimed at improving the quality of service provided to the elderly and the quality of their life within the community. The specific purpose of this questionnaire is to assist us in identifying all on-going (or past) programs which are dealing with any aspect of this problem. Each program identified by you will then be contacted directly by our research staff.

The questionnaire is brief, and we would appreciate your returning it to us at your very earliest convenience. Should you wish to provide us with any additional materials - program descriptions, evaluation studies, or needs-assessment reports - we would appreciate receiving them. A self-addressed, postage paid envelope has been enclosed for your convenience.

Thank you for your assistance.

* * * * * * * * * *

Name of Individual Completing Questionnaire: _____

_____

Agency: _____

Address: _____

_____

Area Served By Your Agency: _____

_____

* * * * * * * * * *

Please return survey to: University City Science Center
1717 Massachusetts Avenue, N.W.
Suite 707
Washington, D.C. 20036

POLICE, CRIME AND THE ELDERLY:
A NATIONAL SURVEY OF ON-GOING PROGRAMS

INSTRUCTIONS

Please provide the appropriate answers to the following questions. Where appropriate, check more than one response. Please feel free to attach additional pages or information to the questionnaire. We would appreciate receiving any program descriptions, project reports, or evaluations which are available and will return to you any information which you need back.

I. ORGANIZATION

A. Establishment of Program:

1. Year established: _____

2. Year to expire: _____

3. Initial reason(s) for program implementation:

☐ based on survey of community needs

☐ public demand

☐ based on specific research findings

☐ results of program successes elsewhere

☐ particular staff interest

☐ other. Please specify: _____

_____

Comments: _____

_____

_____

B. Staffing:

1. Number and types of personnel:

Types	Number
Police officers	_____
Civilian police employees	_____

Types	Number
Police reserve officers	_____
Social workers	_____
Elderly employees	_____
Elderly volunteers	_____
Non-elderly volunteers	_____
Other; please specify:	_____

_____

2. Please specify any special qualifications/training for program personnel: _____

_____

_____

3. If your program includes special training:

a. who receives training? _____

b. what is the nature of the training? _____

_____

c. how many hours of training? _____

d. how is training conducted? _____

_____

C. Structure:

1. In what organization/agency is this program based? _____

_____

2. Is this program run jointly with other agencies? _____

☐ yes

☐ no

If yes, please identify other agencies and explain the responsibilities of each: _____

_____

3. If program is based in the police department, is it:

- ☐ a specialized crime and the elderly unit
- ☐ in the crime prevention unit
- ☐ in the community relations unit
- ☐ in the training division
- ☐ in a victim assistance/services unit
- ☐ in the general patrol division
- ☐ other; please specify: _____

4. If a specialized unit has been established,

   a. how are other departmental units involved in the program?

   _____

   _____

   b. will this unit become permanent? _____

   _____

D. Resources:

1. Sources of funding: _____
2. Annual cost: _____
3. If funded by a grant:

   a. who is the grantee? _____

   b. who is sub-contractor (if any)? _____

   _____

4. If the major source of funding is a federal agency (or state planning agency), what other sources of funding are being used?

   _____

   _____

5. Please list the community resources, agencies and elderly groups actively assisting your program:

   _____

   _____

   _____

6. What is the relationship of your program (if any) to the federally-designated Area Agency on Aging?

   _____

   _____

II. PROGRAM DESIGN AND EVALUATION

A. Goals and Objectives:

1. What are the perceived needs which this program addresses?

   _____

   _____

   _____

2. Who is eligible to participate in the program or to receive services from the program? Please specify the pertinent eligibility criteria (including age, if applicable):

   _____

   _____

   _____

B. Activities:

1. Which of the following are functions of your program?

- ☐ victim assistance
- ☐ non-crime related services and referrals
- ☐ crime prevention
- ☐ public information/education
- ☐ community relations

1. (cont.) Which of the following are functions of your program?

- ☐ research
- ☐ police training
- ☐ social services agency personnel training
- ☐ referral
- ☐ other; please specify: _____

2. Please list specific program activities (e.g., Operation Identification, escort services, security checks, etc.) designed to accomplish the tasks checked above:

_____

_____

_____

_____

3. Which of the above are your primary activities? _____

_____

4. How is contact with the elderly initiated? _____

_____

5. Number of contacts with the elderly per month (estimate if necessary):

_____

6. Please estimate the number of elderly people who have benefited by each component of your program:

_____

_____

C. Program Effectiveness/Impact:

1. Has an evaluation of this program been conducted?

- ☐ yes
- ☐ no

If yes, what organization conducted the evaluation?

_____

2. In which of the following areas has your program had a significant impact on the elderly?

- ☐ crime victimization lowered (please specify types of crimes impacted) _____
- ☐ fear of crime reduced
- ☐ services to crime victims improved (please specify) _____
- ☐ non-crime related service delivery improved (please specify): _____
- ☐ referrals to other agencies and organizations improved
- ☐ elderly problems in dealing with police diminished (please specify): _____
- ☐ elderly attitudes toward the police improved
- ☐ elderly knowledge of police role and capability improved
- ☐ public relations improved
- ☐ elderly knowledge of crime prevention improved
- ☐ other; please specify: _____

3. On what evidence do you base these judgements? _____

_____

_____

4. In which of the following areas has your program had a significant impact upon the police:

- ☐ attitudes toward service delivery to the elderly improved
- ☐ problems encountered in dealing with the elderly diminished
- ☐ knowledge of alternative service delivery agencies for elderly assistance improved
- ☐ quality of police investigation of elderly victimization improved

4. (Cont.) In which of the following areas has your program had a significant impact upon the police:

- ☐ quality of elderly witness interviewing improved
- ☐ general ability to work with elderly in crime-related context improved
- ☐ increased efficiency or economy of police operations due to use of elderly volunteers (please specify):

  _____

  _____
- ☐ other; please specify: _____

  _____

5. On what evidence do you base these judgements? _____

   _____

6. To date, are any of the following available:

- ☐ survey instruments
- ☐ survey results
- ☐ research reports
- ☐ evaluation reports
- ☐ audio-visual material
- ☐ public information brochures
- ☐ other; please specify: _____

III. ADDITIONAL INFORMATION

A. Special Problems:

1. What have been the greatest obstacles to your program's effectiveness?

- ☐ insufficient inter-agency cooperation
- ☐ insufficient funding
- ☐ insufficient staffing

1. (cont.) What have been the greatest obstacles to your program's effectiveness?

- ☐ problem contacting the public
- ☐ insufficient public response/support
- ☐ other; please specify: _____

  _____

2. Have you identified any crime-related needs of the elderly other than those currently being addressed by your program?

- ☐ yes
- ☐ no

If yes, please describe: _____

_____

3. Have you identified any non-crime related needs of the elderly other than those currently being addressed by your program?

- ☐ yes
- ☐ no

If yes, please describe: _____

_____

4. Have you identified any particular problems which the police are having in providing services to or dealing effectively with the elderly?

- ☐ yes
- ☐ no

If yes, please describe and indicate how you think they might be addressed: _____

_____

_____

5. Have you identified any particular problems which the elderly are having in their dealings with the police?

☐ yes

☐ no

If yes, please describe and indicate how you think they might be addressed: _____

_____

_____

6. Do you have any plans for increasing the scope of your program activities, changing the direction of your current activities, or dropping any of your current activities?

☐ yes

☐ no

If yes, please specify: _____

_____

_____

7. If your program is funded by a state, federal, or foundation grant, what will happen to the program when that funding expires?

_____

_____

_____

8. Please provide any other information that you feel would help us to better understand the function, organization or effectiveness of your program:

_____

_____

_____

_____

B. Contacts:

1. Are you currently aware of or in contact with other crime and the elderly programs?

☐ yes

☐ no

If yes, please provide the name of your contact, the program title, and address: _____

_____

_____

2. Are there any books, articles, or training materials which have been particularly helpful to you and which you would recommend?

☐ yes

☐ no

If yes, please identify: _____

_____

_____

_____

Please remember to forward to us any program descriptions, training materials, or evaluation reports which you have available.

Thank you.

END