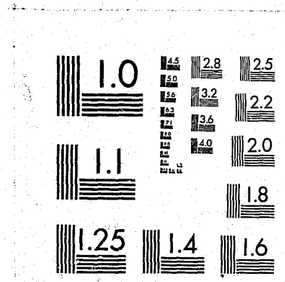

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CREATING A SENIOR VICTIM/WITNESS VOLUNTEER CORPS: A MANUAL

by
Victoria H. Jaycox
and
Lawrence J. Center

Criminal Justice and the Elderly Program
Legal Research and Services for the Elderly
The National Council of Senior Citizens

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This manual was funded by grant number 80-CJ-AX-0069 from the Law Enforcement Assistance Administration to the National Council of Senior Citizens; by a gift to the Criminal Justice and the Elderly Program from the Edward and Ellen Roche Relief Foundation; and by the National Council of Senior Citizens. Points of view or opinions expressed herein are those of the authors and do not necessarily reflect the policies or opinions of the funding sources.

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CHAPTER ONE
INTRODUCTION

Background of this Manual

This manual is about how to use senior citizen volunteers to provide assistance to victims and witnesses of crime at the community level. Aid to victims and witnesses is a comparatively new social service, one which has only become available during the past decade in many large communities. Victim/witness services are aimed at one or both of two major goals: helping to alleviate the trauma and hardships which persons suffer following a victimization; and assisting victims and witnesses through the confusing and difficult period when the cases they are involved in are going through the courts.

The use of older volunteers in victim/witness service programs is an even more recent development, one which came about spontaneously in a number of communities. This occurred because senior citizens, many of whom are greatly concerned about crime, began to discover that helping their peers and younger persons who have been victimized is one constructive way to channel their concerns into action. As a result, a number of victim/witness programs have found in the reservoir of capable, mature retired persons in their communities the volunteer staffing which can enable them to provide critical services in spite of budget cutbacks.

This manual draws on information from these experimental programs in an attempt to encourage others to follow their lead. The study on which the manual was based was conducted by staff of the Criminal Justice and the Elderly Program (CJE) of the National Council of Senior Citizens (NCSC), with funding from the Law Enforcement Assistance Administration (LEAA), NCSC, and the Edward and Ellen Roche Relief Foundation. In the late 1980s CJE began a search for victim/witness programs that are currently using senior volunteers to aid victims and witnesses of crime. We located over 30 such programs whose directors were willing to tell us about their experiences, both good and bad, in setting up their programs.

The 30 programs were probed by an initial mail questionnaire, followed by telephone interviews with the program directors. Field visits were made to six programs to gather additional data on differing approaches and to observe senior volunteers in action. In addition, advice was sought from another 30 experts on the topic of senior volunteers, ranging from directors of Retired Senior Volunteer Programs (RSVP), to gerontologists, and program administrators using older volunteers in related services, like crime prevention and crisis intervention.

The CJE study confirmed our initial optimism about the extraordinary opportunities which exist in enlisting older volunteers in aid to victims and witnesses of crime. Clearly, victim/witness programs, relying on their own ingenuity and skills, have managed to set up and run services to crime victims in which senior volunteers are playing important roles.

We have set forth these findings in two separate documents: this "how to" Manual; and an Introductory Brochure.

The Introductory Brochure was written to promote the support of both of the networks which are essential to any further development or use of this concept: the victim/witness services network; and the senior services network. To introduce the members of these networks to each other, it describes briefly the history and current status of each. Thus, members of the network of senior organizations and services (and senior citizens themselves) can learn about what the "victims' movement" is and the need for volunteers in victim/witness services to offset recent devastating cuts at the federal level. Members of the network of victim/witness services are introduced to America's elderly, what the government's response has been to their needs, and the role that the "senior movement" has continually played in assuring that vital services are provided. Both parties are informed about the ways in which "senior power" is being demonstrated by older volunteers who are providing essential services in every community.

Finally, the brochure describes the ways in which older volunteers are currently being used in aid to victim/witness programs: as information specialists; administrative aides; friends in court; court monitors; mediators; and counselors for their peers and for younger persons who have been victimized.[1/]

The second document from the CJE study is this Manual which is meant for persons who are already interested in the concept of using senior volunteers in aid to victims and witnesses and who want more information on how to go about it. It describes how to plan such a project, some basic issues in management--how to recruit, select, place, train, supervise, and reward older volunteers--and provides a catalogue of 15 victim/witness programs which are already using older volunteers in specific capacities.

Before we proceed to the "how to's", though, we should address briefly some of the "why's" of using senior volunteers in victim/witness services--for the still skeptical among our readers. First, we turn to why victim/witness services are considered by more and more persons to be a vital human service. Second, we discuss why volunteers can be a potential solution to the funding crisis facing victim/witness programs. And finally, we look at why senior citizens can be an ideal source of volunteers for victim/witness programs.

The Need for Victim/Witness Services

Involvement in services for victims and witnesses of crime has been steadily building in many states and localities over the past decade as more and more persons have come to realize that the aftereffects of victimization can be severe and long-lasting, not only in terms of the economic and physical costs of the crime, but also in terms of the psychological reactions from the shock of victimization. The aftermath of a criminal event requires services aimed at a number of goals: providing a measure of compassion and justice for the victimized; preventing the onset of serious and debilitating illness from the stress of victimization; and providing police and prosecutors with more cooperative, better informed witnesses.

The legitimacy of these goals has come to be recognized by persons from both the political left and the right, and by professionals from both the criminal justice and mental health fields. As a result, hundreds of victim/witness assistance programs aimed at one or more of these goals have sprung up under the sponsorship of the police, social service and community agencies, and prosecutors' offices.[2]

Victim/witness services began in many communities as specialized services for victims of rape. Rape crisis centers were among the first to point to the debilitating aftereffects of rape on its victims and to the secondary victimization which was inflicted by persons the rape victims encountered following the crime--the police, emergency room personnel, prosecutors, and insensitive friends and relatives.[3]

Similar difficulties and long-lasting effects were soon to be observed among victims of other types of crimes. Psychologist Morton Bard and psychiatrist Martin Symonds were among the first to bring these to the attention of criminal justice and mental health professionals. They and others pointed to the similarities between a victim's responses to a serious crime and the crisis experienced by persons following other serious losses, such as the death of a loved one, as described in the 1940s by Erich Lindemann.[4]

Most recently the symptoms which can result from a shocking abnormal event, such as a victimization, have been codified by the American Psychiatric Association under the diagnostic category of "post-traumatic stress disorder." Intervention with persons suffering from this disorder (such as veterans of war and crime victims) has been shown to be necessary and therapeutic in avoiding the reappearance of the same symptoms at a later stage in one's life in a different set of stressful circumstances.[5]

Thus, the mental health profession has been helpful in describing the harmful results of victimization and the need for crisis intervention and follow-up services to alleviate some of

these symptoms. The delivery of victim services, though, has for the most part been provided not by mental health agencies, but by agencies connected with the criminal justice system. And most of the funding for these programs has come from the Law Enforcement Assistance Administration, an agency which has been disbanded by federal government, along with all of its block grant and discretionary funding for criminal justice services.

This historical fact-of-life leaves victim/witness services in an especially precarious position today. As a relatively new social service, and one which has not traditionally been funded out of monies for social or mental health services, it must now compete with all of the well-established social services which are facing budget cuts of their own. Faced with a budgetary crisis of these proportions, victim/witness programs can no longer refuse to look at any and all options for reducing operating costs.

One traditional means of achieving the same level of service delivery with reduced financial resources is through the use of volunteers. But there is still some resistance to the use of volunteers in victim/witness services, a subject we will now explore.

Using Volunteers in Victim/Witness Assistance

With the exception of rape crisis centers, victim/witness assistance programs have not been particularly quick to turn to volunteers for service delivery. For example, in a 1979 survey of some 227 victim/witness assistance programs, only about 40 percent reported that they used one or more volunteers as staff. And many of these programs limited the volunteers to mainly clerical or support roles.[6]

The reasons for this reticence cannot, however, be due to the inabilities of volunteers to do the same work as paid victim/witness professionals. A number of studies have demonstrated that both paid and volunteer paraprofessionals can, when properly trained, function effectively in counseling and advocacy work.[7] For example, a review of recent research in a 1973 article in the

American Journal of Community Psychology concludes that the effectiveness of volunteer mental health workers (including retired persons) has been demonstrated and that volunteers should be regarded as an important future source of mental health manpower.[8] Another clear demonstration of the capacities of volunteers to carry out victim services work has been their use, for over a decade, in rape crisis programs across the country.

One likely reason that more victim/witness programs have not turned to volunteers for service delivery is that they still hold "traditional" notions about what volunteers are able to do. Such a traditional concept holds that volunteers should be limited to tasks which are mainly routine and non-demanding, and which require little independence, creativity, or thought. Similarly, volunteers, usually middle-aged, middle-class females, are thought of as well-meaning but somewhat unreliable and not particularly competent.

However, that concept has broken down in other human services programs, as they, out of sheer necessity, have begun to look for and to train volunteers to function as paraprofessionals in the delivery of services. In contrast to the past, volunteers are being sought and found at all age levels, in all income and social strata, and among both sexes. The successes of these experiments have helped to enlarge people's concept of volunteering and to bring in a new type of volunteer--one who is seeking a challenge and to make an important contribution to solving a problem in their community.

There is, then, sufficient evidence from closely related fields that volunteers can function effectively as paraprofessionals in delivering services to persons in need. This evidence and current financial crises should go a long way toward convincing reluctant administrators of victim/witness programs that a volunteer corps is worth a try.

But our task is a more difficult one. For if there are prejudices about the use of volunteers in general, they pale in comparison with the prejudices which exist about the use of older

persons, both paid and volunteer, in paraprofessional roles. We turn now to the nature of these prejudices and arguments to counter them.

Older Volunteers in Victim/Witness Programs

Traditionally, human service programs have used older volunteers in positions which are not demanding, which require little independence or creativity, and which do not require them to make many decisions. Typically, they are assigned to clerical positions or other rather narrowly defined jobs. Confining older persons to such volunteer assignments has usually been based on entrenched stereotypes about them. These stereotypes hold that senior citizens usually are not physically or mentally capable of "important" work, and that they should be protected from the stresses in such work. When these prejudices are considered along with the stereotypes about volunteers of all ages, it is obvious that older volunteers have a long, uphill battle before they will be sought out as a valuable resource for human services programs.

This stereotyped image of older volunteers is changing though, due to the successes attained by organized groups of seniors which work to dispell these myths, like the National Council of Senior Citizens and the Gray Panthers. The growth and acceptance of the Retired Senior Volunteer Program and the Senior Community Services Employment Program, backed by the federal government, have also done their part to enlarge people's concept of the kinds of work which older persons are able to perform.

This study and others of older workers also lend ammunition against this stereotyping. They show that while certain physical handicaps often accompany old age, the importance of these handicaps is greatly exaggerated by younger people.[9] Indeed, quite to the contrary, aging can bring with it a number of strengths--like maturity and a lifetime of skills--which more than compensate for any age-related handicaps. What is more, older persons are very well able to gauge their own strengths and capacities and do not need our "protection"--as children might--from overexerting themselves.

The victim/witness programs involved in this study provide ample evidence of the extent to which change is now occurring in our concepts of what older volunteers can and cannot be expected to do. In each program we examined, the capacity of older volunteers to take on and perform difficult and challenging assignments was clear. Program administrators were consistently more than satisfied with the performance of older volunteers and were eager to recommend their use to others. And senior volunteers reiterated at each site the sense of accomplishment and self-worth they received from their assignments and from the help they were able to offer others.

The idea that older persons are not able to deliver victim/witness services is clearly outmoded then--exposed as a fraud by programs which have already discovered the answer to their need for volunteer staff in the form of healthy, skillful, energetic older adults.

The remaining chapters in this manual will attempt to let others learn from the experimentation of these programs. Chapters Two and Three are an effort to draw general guidelines from their eperiences. Chapter Two covers four basic steps to planning a victim/witness volunteer corps: reaching a consensus on what you want; dividing up the work; finding resources to support the volunteers; and designing the program. Chapter Three covers the major issues in volunteer management: recruiting older volunteers; screening and selection; placement or matching in assignments; training the volunteers (including training for paraprofessional victim counselors); supervision; and supporting and rewarding the older volunteers.

Chapter Four is an attempt to go beyond general guidelines to specific programs and how they are operating. It is a catalogue of 15 victim/witness assistance programs which are currently using older volunteers in a number of different ways, described in some detail. Taken together, these programs are the strongest possible argument for the feasibility and desirability of a senior victim/witness volunteer corps. The idea is

working to the advantage of both victim/witness programs and senior citizens in a number of communities, and it can be made to work in yours.

NOTES

1/ Creating a Senior Victim/Witness Volunteer Corps: An Introductory Brochure, by Victoria H. Jaycox (1981) can be ordered from: Criminal Justice and the Elderly Program, National Council of Senior Citizens, 925 15th Street, N.W., Washington, D.C. 20005.

2/ Roberta C. Cronin and Blair B. Bourque, National Evaluation Program Phase I Assessment of Victim/Witness Assistance Projects: Summary Report, Washington, D.C.: U.S. Government Printing Office, 1981.

3/ John H. Stein, "Perspectives on the Victim Movement: 1972-1980," Washington, D.C.: National Council of Senior Citizens, 1980.

4/ See, for example, Morton Bard and Dawn Sangrey, The Crime Victims Book, New York, N.Y.: Basic Books, 1979; Martin Symonds, "Victims of Violence: Psychological Effects and Aftereffects," American Journal of Psycholoanalysis, 35: 1-26, 1975; and Erich Lindemann, "Symptomology and Management of Acute Grief," American Journal of Psychiatry, 101: 141-8, 1944.

5/ Diagnostic and Statistical Manual of Mental Disorders, Third Edition, Washington, D.C.: American Psychiatric Association, 1980. See also Randall M. Christenson, John Ingram Walker, Donald R. Ross and Allan A. Maltbie, "Reactivation of Traumatic Conflicts," American Journal of Psychiatry, 138:7, July, 1981.

6/ Cronin and Bourque, op. cit.

7/ Social Action Research Center, Paraprofessionals in Mental Health: An Annotated Bibliography from 1966 to 1977, Berkeley, CA: SARC, 1978.

8/ J. M. Siegel, "Mental Health Volunteers as Change Agents" American Journal of Community Psychology, 1: 138-158, 1973.

9/ Louis Harris and Associates, The Myth and Reality of Aging in America, Washington, D.C.: National Council on the Aging, 1975.

CHAPTER TWO

PLANNING FOR A SENIOR VICTIM/WITNESS VOLUNTEER CORPS

Introduction

Regrettably, developing a senior victim/witness volunteer corps requires the same kind of tedious, time-consuming planning which all new projects take if they are to be successful. There are no real shortcuts. As tempting as it might be to try to add senior volunteers to an existing program by copying one of the models described elsewhere in this manual, that attempt would most likely result in a project which fits poorly with local conditions and local needs.

In planning a volunteer corps, then, the basic principles for planning need to be observed--assessing needs, setting goals and objectives, developing a work plan, and the like. These general principles are not what this chapter is about. We will assume that the reader is familiar with them, and will try instead to narrow in on some of the specific steps which appear to be critical in planning for the use of senior volunteers. As in the rest of the manual, these specifics have been culled from the experiences--the trials and errors--of programs which have gone through the process of setting up services staffed mainly by older volunteers.

But first, some other comments about what this chapter is not. It is not about how to plan a core victim/witness program where none exists. That is a much more complicated task, and one which has been described in several other guides on that topic.1/ It is also not intended to explain the complicated, difficult process of selling the idea of using older volunteers to a large, unsympathetic bureaucracy. The reader who needs this kind of advice is referred to a training curriculum entitled Law Enforcement and Older Persons, where this process has been explained very clearly and in some detail.2/

Our chapter on planning will take up where these others leave off, by providing advice geared to communities where there already exists a core victim/witness service program which is

well-organized and well-respected by the community. It is aimed at the staff of such a program, who may want to expand services (or at least to maintain current services in the face of budget cuts) and are open to the idea of using older volunteers to accomplish that.

The idea of adding senior volunteers to an existing victim/witness program need not, however, come from the staff of the victim/witness program. It can be initiated by outsiders, like an elderly-serving organization such as a Retired Senior Volunteer Program (RSVP), or by a group of seniors which has "seen the light" about the need for victim/witness services and wants to become involved.

Regardless of the initial impetus, persons who want to develop this kind of project will need to follow four basic steps so that the program will meet the needs of all the parties involved: the community, including the victims being served; the participating agencies and groups; and the volunteers themselves. These four steps are the subject of this chapter.

STEP ONE: Reaching a Consensus on What You Want

There is considerable agreement among persons who operate programs with a mix of paid and volunteer staff that the paid staff must be both committed to the concept of using older volunteer help, and accepting of the added demands on them for flexibility and back-up assistance which such programs demand. Without this kind of acceptance, paid staff can sabotage the effectiveness of the program by subtly making volunteers feel inadequate or unwanted, or by neglecting to fill in the gaps and oversights which are inevitable with the use of part-time staff. An essential part of their acceptance of the concept of older volunteers is a willingness by paid staff to entertain the idea of new roles in the program for themselves, and modified program operations to accommodate these new roles. For clearly, unless paid staff are willing to let volunteers assume some challenging administrative, paraprofessional or supervisory roles, they will have little success in getting an older volunteer corps off the ground.

For these reasons, the first, and perhaps most important, step in planning for a senior victim/witness volunteer corps is to make sure that everyone is with you (or at the very least is neutral) about any plans for change. The best way to achieve consensus in planning is to involve all of the existing staff in the effort from the start. This kind of group planning--which gives everyone an equal say in formulating or opposing decisions--is extremely time-consuming. Nonetheless, a plan which is formulated in such a way will be the strongest because it takes into account all of the problems and obstacles with which staff will be faced as well as the solutions which they believe are most acceptable. And if, in fact, after considerable effort a consensus cannot be reached among staff, the plans for a senior volunteer corps should be dropped. Unresolved staff resistance to the project would not only result in its failure, but could also jeopardize the other successful operations of the program.

In order to arrive at a consensus about how the services of the core program might be expanded, you might start with a list of the kinds of services which, in an ideal world, a victim/witness program could provide--from on-scene victim assistance immediately following the crime, through helping the victim during and after the court process. One complete listing of this "universe" of possible victim/witness services is included in Figure 2-1.

Out of this catalog of services, staff can then be asked to select those services which are currently not being provided in the community which they believe are most needed. (Some of these services might already be offered, but could be improved or expanded to include a wider range of victims.) Making these choices is an iterative process which will take into consideration not only gaps in services, but also staff perceptions about what is most feasible given the current economic and political realities.

While much of the literature on volunteering recommends that volunteers not be recruited until specific volunteer assignments have been decided upon, a recent successful experiment at the

Figure 2.1

UNIVERSE OF POSSIBLE VICTIM/WITNESS SERVICES

Pre-victimization Services	Emergency Response to Victims at the Crime Scene or Next Day	Follow-Up Response to Victims	Witness Education	Witness Accommodation	Victim Involvement in Court Process
Educate citizens on -crime prevention -how to reduce chances of being harmed if victimized -the need for/availablity of victim and witness assistance -suspect identification -crime reporting -what to expect after victimization. Educate criminal justice/social service professionals on -crisis theory -interviewing victims -referrals for victims -the social service network -the need for/availability of victim/witness assistance	Accommpany victim to hospital/home Arrange for emergency cash, food, shelter, home repair Provide emergency counseling Provide/arrange for other social/legal/protective services Explain criminal justice process, civil remedies. Help victim make informed decision about reporting to the police (for unreported crimes).	Aid with compensation/insurance claims Transportation Follow-up on financial/other aid Property return Employer intervention Follow-up emotional support Aid with support network/referrals to existing services Information/aid with police procedures Investigative status checks Crime prevention education	Orientation to court process Notification of -case status -appearance dates -case outcome -sentence date -allocution privileges -revocation hearings -parole release hearings -parole release Introduction to courtroom Preparation for testifying	Determine witness schedule constraints Make social service/counseling referrals Employer intervention Transportation/parking Telephone alert Secure reception center Escort service Child care Aid with witness fees Property return Restitution/other considerations monitored/enforced Protection from intimidation	Insure educated choice of options (prosecution, mediation, etc.) Consultation and input from victim on proposed: -charge -bail conditions -plea -restitution plans -revocation plans -parole hearings -restitution plan for parolee Presentence victim impact statement filed

Andrus Gerontology Center at the University of Southern California provides a viable alternative. Based on their experience in setting up an older volunteer program, they recommend that a few older volunteers be located during the early stages of planning. These seniors would be ones who respond favorably to exploring the idea of using senior volunteers in your program. They would be asked to work together with staff to determine what tasks older volunteers might perform in the organization. By including older volunteers at this stage, not only can you benefit from their perspective about what types of assignments would be challenging and feasible for seniors, but they will often be willing to serve as the nucleus of a larger group of volunteers, and can assist you in setting up, recruiting, and administering your new volunteer corps.[3/]

At this stage of the process, it should be possible for staff (and potential volunteers) to agree on a short, feasible shopping list of services they want to add to their program. In addition to such a list, a number of other kinds of tentative decisions need to be made.

- Will the new volunteer corps be restricted only to older persons or will it include persons of all ages? (Both types have been operated successfully in a number of communities.)
- Since you are unlikely to find the resources to deliver the new services to all types of crime victims, which types will receive the highest priority?
- Of the new services to be added, which will be provided directly by the victim/witness program, and which through better referrals to and follow-up with existing resources in the community?
- What kinds of changes and commitment will it be necessary to elicit from these other agencies to assure that they will provide services on a priority basis to the victims referred to them?

These ideas need next to be checked out with the staff of those local agencies which are key to their success or failure--especially the police, the district attorney, and any social service agencies you want to work with--for their concurrence or objections and for any ideas about other services they believe are needed. Obviously one of these key agencies would be a senior-serving agency or organization with which you want to collaborate in putting your plan into action. (For suggestions on which agencies might want to collaborate, see Step Three).

One very good mechanism for getting input from these agencies and from other influential members of your community is an advisory board. If your program does not already have such a board, you might want to set one up prior to instituting a volunteer component. The members of an advisory board can not only provide you with the benefits of their special expertise, they can also serve as important links to the community in matters of fundraising, publicity, volunteer recruitment and training, and can measurably increase support and attention by the leadership of the community.

STEP TWO: Dividing Up the Work

Once an expanded list of potential program services has been agreed upon, the next question is how to divide up the different tasks between paid staff and volunteers. In making these decisions, it is important to remember that all jobs, both paid and voluntary, need to offer a sense of responsibility and achievement to make them worth doing. Therefore, if either paid staff or volunteers end up with the bulk of the "important" work, leaving the "dirty" work to others, there are bound to be feelings of resentment and eventual attrition in the ranks.

An equally important factor to keep in mind (especially in a situation in which budget cuts have forced recent layoffs in paid staff) is that volunteer assignments should never be structured as one-for-one replacements for jobs formerly carried out by paid workers. Trying to substitute several volunteers for one

paid person is considered both unethical and not feasible by nearly all professionals involved with volunteer management, if only for the simple reason that it reinforces any underlying mistrust among paid staff that volunteers will eventually take away their jobs. Experience has shown that shifting from a program staffed by paid workers to one in which paid staff and volunteers work together requires that planners not be bound by the ways in which various roles were defined before. Instead they should look for redefinitions of paid positions which will fit best with tasks which all volunteers can best perform, as defined by staff and advisors.

In general, most of the victim/witness programs which mix paid and volunteer staff have divided up the tasks by using paid staff to carry out functions like administration, budgeting, fundraising, outreach, training, and coordination of volunteer services. Very few direct services are provided by the professional staff, since the costs of doing so are very high. Rather, the role of paid staff is confined to being trainers and consultants (providing support, supervision, and back-up to the volunteers). Volunteers provide most of the direct services, and once they have learned the ropes in the service positions, those with an aptitude for it are asked to take on other tasks like public education, fundraising and training.

This "typical" way of organizing tasks in a victim service program using volunteers closely parallels what is occurring in other services in the mental health field, where professionals are beginning to "give away their skills" to paraprofessionals in the interest of providing affordable, innovative services to populations in need.[4/]

While this division of labor is one which many victim/witness programs have adopted, other programs in which staff are less comfortable in letting volunteers assume these service delivery functions have used volunteers primarily in administrative positions, or as aides to their paid professionals who continue to deliver the direct services themselves. Whatever the decisions

are about dividing up the work, it is important that both staff and advisors support them. In addition, each assignment, paid or voluntary, needs to be both challenging and feasible.

The Volunteer Coordinator

Perhaps the most important change to the program's paid staff will be the addition of a volunteer coordinator. As the main link between paid staff and volunteers, this position is critical to the success or failure of a volunteer corps. For that reason, the duties of a volunteer coordinator should not just be added on to the duties of an existing staff person. The coordinator should be considered from the start to be an important new full- or part-time position, to be filled by someone with supervisory experience who will have full and easy access to the management of the overall project. To do the job properly, one volunteer coordinator should not have to be responsible for more than about 20 volunteers.

There are really two separate functions which the volunteer coordinator fulfills: that of maintaining the quality of the volunteer services through supervision, planning, training, and the like; and that of advocating for the personal satisfaction of the volunteers, by advancing their interest with the program's management and staff and through various activities aimed at keeping turnover low and motivation high. However the position is structured (some programs divide the dual functions of management and advocacy into two different jobs), it is important that neither function be deemphasized. Both paid staff and volunteers will need to feel secure that the volunteer program is being well-managed; and volunteers will need to have a strong sense that their services are appreciated and are vital to program operations.

In most programs, the volunteer coordinator has the following duties:

- recruiting, interviewing, screening, assigning and supervising volunteers;

- setting up orientations, pre-service and in-service training;
- keeping records, making evaluations, and reporting on the regular progress of the volunteer corps;
- planning for recognition and rewards for volunteers;
- serving as a liaison between the volunteers and staff;
- discovering what other assignments volunteers might perform and bringing them to the attention of the program's management for consideration.

To carry out these duties adequately, a coordinator should not only have a strong ability to work with people, but should be carefully screened for any signs of stereotyping or of a generally negative or condescending attitude toward older persons. Just as in hiring a manager for paid staff, you will be seeking someone who has a good organizational ability and is patient, flexible, and diplomatic in handling staff.

Structuring the Assignments

As in Step One, deciding which tasks should be assigned to volunteers and how to structure these assignments is an iterative process involving consultation with program staff and advisors. To help with this process, one volunteer bureau has come up with a list of questions which planners should ask themselves to determine if volunteer positions are viable ones:[5]

1. Is this job a useful one, and will its importance be clear to the volunteer?
2. Is this a job which can be done satisfactorily on a part-time basis?

3. Will the amount of time which is needed to train and supervise the volunteers pay off in the number of volunteer hours provided in direct services?

4. Are there sufficient paid staff to provide the supervision and support for this job?

5. Can we build in work adjustment or other "back-stops" to provide coverage for this position if the volunteer does not deliver?

6. Does the job take into account the different interests and skills which volunteers will bring to it?

7. Are there possibilities for the volunteer to find satisfaction in the job?

8. Will we be likely to find the right kind and a sufficient number of volunteers to do this job?

9. Would anyone really want to do this job?

Beyond these questions, it is important to make sure that there are jobs at a number of different levels, requiring different kinds of skills and differing levels of commitment, so that you will have some flexibility in matching volunteers to positions which suit them. Another important ingredient which many older volunteers seek in a volunteer assignment is the opportunity to work in company with their peers. Some, if not all, of the volunteer assignments should accommodate that preference. And certain assignments should be structured to accommodate a common handicap of old age--limited mobility. This can be done, for example, by keeping certain assignments neighborhood-based or restricted to service delivery over the telephone.

Starting Small

In starting up a new volunteer program, you may find that you will want to limit your initial volunteer assignments to those where there is a clear consensus among staff and advisors that the service is highly desirable and would be relatively easy to set up and administer. A number of succesful volunteer programs we spoke to had started this way and had found that the success of their initial modest efforts convinced their own staff and other agencies in the community that other more difficult volunteer assignments could be handled as well.

STEP THREE: Finding Resources to Support the Volunteer Corps

Once you have reached this point in your planning, you cannot proceed much further without finding some additional resources to support your volunteer program. These resources can come in two equally acceptable guises: additional money for the program from inside or outside the sponsoring agency; or additional resources resulting from the collaboration by other groups and agencies in your community.

The funding and resources you will be seeking for your senior volunteer corps will be needed for three very important purposes. The first is to hire the full- or part-time coordinator who will recruit, screen, train, manage, and act as an advocate for your senior volunteers.

A second reason that additional resources are needed is to provide staff and volunteers with the orientation and training they require to carry out their new assignments. While some of this training can be developed with in-house resources, other specialized training will have to be purchased from (or donated by) others in the community. Some projects have successfully tapped into courses in community colleges which are available at low or minimal cost to provide this specialized education.

A final purpose for the extra funding is for the necessary supplies, equipment, liability insurance coverage, and funds for

certain volunteer expenses like transportation. All of these expenses (with the possible exception of transportation) are essential to the operation of a volunteer corps made up of older persons living on fixed incomes. To plan a volunteer program without first acquiring funding or in-kind contributions for these necessities would be to invite failure in the early stages of the project.

One important resource which victim/witness programs can tap is the large network of elderly-service agencies and senior organizations and clubs which now exist in every medium-sized or larger community in this country. (For an introduction to that network, the reader is referred to the section on "The Senior Movement" which is included in our Introductory Brochure on this topic.[6]) There are thousands of clubs and chapters affiliated with the eight major national organizations of senior citizens whose interest and support can be captured because of the high concern about crime and its impact among members of those clubs. In addition, there are good possibilities of gaining support within the network of 57 state and 660 Area Agencies on Aging whose mandate under the Older Americans Act is to "foster the development of comprehensive and coordinated service systems to serve older individuals."[7] Title III B funds under the Older Americans Act are being used to support a number of criminal justice-related services in various communities.

Another federal program which presents several different opportunities for collaboration with victim/witness programs is ACTION. One of the programs sponsored by ACTION is the Older American Volunteer Program which funds over 700 Retired Senior Volunteer Programs (RSVP) across the country which provide a wide variety of volunteer opportunities for those over age 60 to work in schools, hospitals, nursing homes, social service, and government organizations. Where RSVPs have become heavily involved with victim/witness programs, they have been able to take over much of the recruiting and some of the orientation and management of volunteers for the program. In addition, RSVP will provide reimbursement for transportation and insurance coverage for volunteers which it places in a program.

The opportunities for cooperation by a local RSVP are especially good since many RSVPs now have too many volunteer applicants for the assignments that are available. And many of their applicants are seeking the kind of non-traditional or innovative assignment which victim/witness programs can provide.[8] In fact, ACTION can supply direct supplemental federal funding to RSVP's in the form of mini-grants up to $5,000 for demonstration projects which use older volunteers in innovative social service activities. What is more, the area of older volunteers in crime prevention is one of the priority areas for such demonstration grants in FY 1982.

A second way in which ACTION can and has been involved is through the use of VISTA volunteers in helping to set up a victim/witness volunteer corps. The VISTA program supports volunteers (18% of whom are over 55 years old) to work full time for one or two years, with an allowance of $75 per month, to assist non-profit community organizations in areas such as fixed-income counseling, housing, health care and legal rights.

One possible route for funding for an older person to act as a part-time paid volunteer coordinator or clerical worker for your program is through a local project of the Senior Community Service Employment Program (SCSEP or Senior AIDES) funded by the Department of Labor under Title V of the Older Americans Act. SCSEP is a direct service employment program for low-income older workers (over 55 years of age), sponsored by eight national organizations and all of the State Agencies on Aging. The projects are administered either by those organizations directly or though local officials or community agencies. Sponsors have placed over 54,000 older part-time workers in subsidized community-service positions; in several communities these subsidized positions are currently in victim/witness programs.[9]

Another resource which should not be overlooked is your local volunteer clearinghouse or bureau. Such a center can provide excellent advice about setting up your program and can help in its implementation through recruiting and orienting volunteers.

Many of the volunteer bureaus are affiliated with two national organizations which serve as clearinghouses at the national level to exchange information and provide assistance to local voluntary efforts. They are the Association of Volunteer Bureaus; and Volunteer: The National Center for Citizen Involvement.[10] One other national clearinghouse which is an excellent resource to turn to if you want to set up a program using volunteers to mediate neighborhood disputes or non-criminal complaints is the Special Committee on Alternative Means of Dispute Resolution which is sponsored by the American Bar Association. This Committee has information on some eighty centers around the country which involve older volunteers in resolving minor disputes.[11]

Your own knowledge of your community will give you the best clues about where to look for possible collaboration, but other possibilities are local chapters of other voluntary organizations which have shown an interest in this topic, such as the American Red Cross, the Association of Junior Leagues, the League of Women Voters, and the National Council of Jewish women. A good listing of local resources is included in A Compendium of Funding and Technical Assistance Resources for Neighborhood Organizations, published by HUD's Office of Neighborhoods, Voluntary Associations and Consumer Protection.[12]

STEP FOUR: Designing the Program

Once you have a consensus about what you're going to do and feel confident that the money and resources exist to do it, the fourth step--designing the program--should be relatively easy. It is best to design the program with the volunteer coordinator on board, so, if at all possible, that person should be hired now.

The basic materials which should be developed at this point are:

- A formal statement of objectives for the program.
- A description of the ways in which you will measure whether your objectives are being reached, including getting feedback from clients, volunteers, and the agency.

- Job descriptions for the volunteer assignments and revised job descriptions for paid staff.
- An orientation program for paid staff to introduce them to the basic concepts and techniques of managing volunteers (recruiting, training and coordinating).
- Orientation and training materials for volunteers.
- New or revised administrative procedures, including
  - recordkeeping procedures that will allow progress toward your goals to be measured,
  - a formal system of communication between staff and volunteers,
  - a plan for ongoing in-service training for volunteer and paid staff,
  - a formal system of evaluation and rewards for volunteers,
  - a formal description of operating procedures and lines of accountability,
- Arrangements for the necessary supplies, facilities, equipment and liability insurance coverage for volunteers.[13]

When designing these elements, keep in mind that expectations and working patterns which were formerly informal and flexible need to be made formal and explicit because of the increased size and workload of the program. Otherwise, you may find yourself in the same position as a suicide prevention program which added ten non-professional volunteers to its all-professional staff. After one year, an evaluation found that the volunteers were functioning very well as paraprofessional counselors but that serious problems had arisen in staff communication and working relations because of the increase in staff size.[14]

Your local RSVP and Voluntary Action Center should be able to assist you with many of these tasks. For other help, we have included in the appendices to this manual examples of: a guide for developing a volunteer job description; a job description for a victim/witness volunteer coordinator; personnel policies developed by a victim/witness assistance program which uses volunteers; and several samples of recordkeeping forms by victim/witness programs. More detailed information will also be found in the following chapter on volunteer management.

NOTES

1/ See Lawrence J. Center, Anti-Crime Programs for the Elderly: A Guide to Planning, Washington, D.C.: Criminal Justice and the Elderly Program, The National Council of Senior Citizens, 1980; and Marjorie Susman and Carol Holt Vittert, Building a Solution: A Practical Guide for Establishing Crime Victim Service Agencies, St. Louis, MO: National Council of Jewish Women, 1980; and Emilio C. Viano, Victim/Witness Services: A Review of the Model, Washington, D.C., U.S. Government Printing Office, 1980.

2/ National Retired Teachers Association-American Association of Retired Persons, Law Enforcement and Older Persons, Revised Edition, Washington, D.C.: NRTA-AARP, 1981.

3/ Mary M. Seguin and Polly F. McConney, Older Volunteers: Bridge Builders in the Work Place, Los Angeles: Andrus Gerontology Center, University of Southern California 1982.

4/ See, for example, T. Ayllon and P. Wright, "New Roles for the Paraprofessional," in S. Bijou and E. Ribes-Inesta, eds., Behavior Modification: Issues and Extensions, New York: Academic Press, 1972; and K. A. Signell, "On a Shoestring: A Consumer-Based Source of Personpower for Mental Health Education," Community Mental Health Journal, 12(4), 1976, pp. 342-354.

5/ Attributed to the Voluntary Action Center, 72 West Adams Street, Chicago, IL, published in an information packet on victim/witness assistance distributed by the National District Attorneys Association Commission on Victim/Witness Assistance, 666 N. Lake Shore Drive, Suite 1432, Chicago, IL 60611.

6/ Victoria H. Jaycox, Creating a Senior Victim/Witness Volunteer Corps: An Introductory Brochure, Washington, D.C.: Criminal Justice and the Elderly Program, The National Council of Senior Citizens, 1981.

7/ Older Americans Act of 1965, As Amended, History and Related Acts, Washington, D.C.; U.S. Department of Health, Education and Welfare, Publication No. (OHDS) 79-20170, 1979, p. 19.

8/ Interview with Ruth Archey, a program specialist with the Older Americans Volunteer Program at ACTION on February 11, 1981. For further information write ACTION/RSVP, 806 Connecticut Avenue, N.W., Washington, D.C. 20525.

9/ "Employment and Volunteer Opportunities for Older People," AoA Fact Sheet, DHHS Publication No. (OHDS) 80-20233, U.S. Department of Health and Human Services National Clearinghouse

on Aging, Washington, D.C. 20201. For further information on SCSEP write: The Employment and Training Administration, Attention: Title V, SCSEP, U.S. Department of Labor, Washington, D.C. 20213.

10/ For information on these organizations, write Association of Volunteer Bureaus, 801 North Fairfax Street, Alexandria, VA 22314; and VOLUNTEER: The National Center for Citizen Involvement, 1214 16th Street, N.W., Washington, D.C. 20036, or P.O. Box 4179 Boulder, CO 80306. VOLUNTEER was formed in 1979 by the merger of the National Center for Voluntary Action and the National Information Center on Volunteerism.

11/ The Committee can be contacted at: The American Bar Association, 1800 M Street, N.W., Washington, D.C. 20036, telephone (202) 331-2200.

12/ It can be ordered at $2.25 per copy from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. The stock number is 023-000-00561.

13/ A detailed explanation of the types of potential liability claims against volunteers and the different means which can be used to cover liability are included in Law Enforcement and Older Persons (see footnote 2 above). Methods to cover liability include state laws which prevent liability claims from interfering with volunteer programs; special provisions in city or county charters or regulations which do the same; Workmen's Compensation laws which have been extended to cover volunteers in some states; private insurance coverage (policies which cover employees can be amended to cover volunteers, or volunteers can be paid $1.00 per year); waivers; posse comitatus laws which apply to sheriffs' departments and court decisions.

14/ S. M. Helig, N. L. Faberow, R. E. Litman, and E. S. Schneidman, "The Role of Nonprofessional Volunteers in a Suicide Prevention Center, Community Mental Health Journal, 1968, 4(4), pp. 287-295.

CHAPTER THREE
MANAGING A SENIOR VICTIM/WITNESS VOLUNTEER CORPS

Introduction

The current high level of interest in using volunteers to staff social programs undergoing radical budget cuts has resulted in a burgeoning of the literature on the topic of how to manage a volunteer-based program. This chapter will add to that literature by addressing specifically the how-to's of managing older volunteers who are aiding victims and witnesses of crime. Going beyond these lists of do's and don'ts which are emerging, though, it is worth asking whether good volunteer management is really very different from managing a program staffed by paid personnel, and if so, in what ways.

Perhaps the major difference is that, while all of the same general principles of good management apply to both, a volunteer program needs to be better managed in two ways. One is that a volunteer program must overall be better organized, with better channels of communication and feedback, better record-keeping, and better follow-up on individual cases. This organization is essential to compensate for the fact that in a volunteer-based program, nearly all the staff are part-time; the "glue" in the form of the memories of full-time paid staff is lacking, and other artificial means have to be substituted in order for service delivery to be adequate.

The second way in which volunteer management must be better is in the skills of the project management, especially of the volunteer coordinator. When managers cannot rely on a paycheck to motivate their staff and on direct orders to see that their wishes are complied with, their abilities receive a much more difficult test, one in which many managers can be found lacking. Volunteer staff can only be moved by persuasion, praise, education, and their own respect for the goals of the program and the good sense of the management. If volunteer managers are unable to provide this kind of leadership, the prognosis for program success is poor.

And so this chapter is on better management, which is equally applicable to older and young volunteers, as well as any paid staff who might be involved. It will begin with how to recruit older volunteers, and move on to screening, placement, training, supervising, and rewarding older volunteers. Once again, most of our information comes from our study of programs already using older volunteers in victim/witness assistance, supplemented by some recent studies and literature on this topic.

Recruiting Older Volunteers for Victim Services Programs

Recruiting older volunteers for victim services work can be very easy or extremely difficult, depending on whom one talks to. Some programs have no trouble in attracting large numbers of interested seniors, and have to construct waiting lists for volunteers. Others try their hardest, but cannot manage to attract the volunteers their program needs.

What is interesting about these differing success rates is that, on the surface at least, both the successful and unsuccessful programs use similar recruiting methods. By far the most common method is making speeches or presentations before groups of senior citizens. Volunteer recruiters go wherever older persons get together--at senior citizen centers, local clubs or chapters, business or union retiree groups, congregate dining sites, retirement housing complexes, and churches and synagogues--to talk about the services they offer and their need for volunteers.

Although some believe that it is less effective than person-to-person recruiting, another common approach is to place advertisements, Public Service Announcements (PSAs), or articles in local newspapers, both the large daily newspaper and smaller newsletters distributed in neighborhoods, churches, or to members of organizations. The nature of these ads will vary. If a program has different volunteer assignments of varying complexity available, it may run a very general advertisement, hoping to attract as many recruits as possible who can be screened later.

However, if a program has only a few volunteer openings available, it will run a more specific advertisement, one which lists the nature of the job, the skills and interest required, and the kind of person being looked for. Such an advertisement also serves as an initial screening device.

Some programs hold open houses for seniors in the neighborhood. This event acquaints local people with the program, serves to introduce staff to potential clients, and--if police or agency officials attend--can improve relations between these service providers and local citizens. Moreover, after seniors meet program staff in an informal setting, see how the program is set up physically, and spend a little time in the office, they may be more likely to sign up as volunteers.

Several of the programs we talked to had had some success in recruiting some of their former clients, i.e., crime victims, to become volunteers with their program. Some caution needs to be exercised in this respect, though, since obviously not all former victims are suitable. The same kind of screening applies to them as to non-victims, with the added requirement that a victim needs to be fully recovered from his or her victimization in order to be an effective counselor. It was the opinion of several administrators of victim/witness programs that such recovered victims, properly trained, were able to add a special level of empathy and understanding in their contacts with new victims.

Many victim service programs rely heavily, for their recruiting, on the Retired Senior Volunteer Program (RSVP), which has chapters in most large cities. (For more information on RSVP, see page 22). And others turn for assistance to a broad range of agencies which include their local volunteer clearinghouse, senior citizens organizations and clubs, agencies and mayor's offices on aging, labor unions, community associations, churches, the Chamber of Commerce, service clubs (Kiwanis, Rotary, Lions, Masons) and local affiliates of many national organizations which are concerned about older persons and/or crime. Programs which seek special kinds of "non-traditional" volunteers, like males or

low-income minority volunteers, are most successful when they are able to gain the cooperation of an organization or agency which has close ties to the constituency they're seeking.

To understand the reasons for the dissimilar rates of success in recruiting victims, one must look beneath the immediate surface. Our survey, which is supported by much of the literature on this topic, leads us to conclude that several factors appear to underlie successful recruiting efforts.

(1) Successful programs are generally characterized by a flexible, open approach to recruiting, in which volunteers are sought based on their personal qualities and willingness to help rather than on any particular educational or work background. As one program director said, "We start with no pre-conceived notions about what kind of people should do what kind of assignments. We are in the people business, and want people who can relate to others first and foremost."

(2) Recruiters for successful programs are generally imaginative, flexible, resourceful and charismatic. They are able to anticipate what volunteers will find attractive and approach them with those advantages. They plan a careful, <u>targeted</u> recruiting strategy aimed at filling specific jobs. Active volunteers are often the best recruiters for a program, since they are perceived as credible spokespersons about both the merits and faults of the program.

(3) The most successful recruiting technique emphasizes the drama and importance of the work involved in victim assistance and the fact that volunteers will be able to see changes as a result of that work. Because of their high levels of concern about crime, learning about and working with the criminal justice system to do something about crime are important motivators for older persons to become involved in victim assistance.

(4) Most potential volunteers will be unwilling to pursue an initial interest in volunteering unless recruiters:

- are aware of the problems which many older persons face, (for instance lack of transportation, low income, fear of crime, lack of confidence in their own abilities), and address those directly in the information they provide on the assignments which are available;
- are specific about the program's <u>expectations</u> for the volunteer assignments which are available;
- point out some of the flaws in the program and the kinds of obstacles and problems volunteers are likely to meet.

(5) Successful recruiting takes into consideration that volunteers want from an unpaid assignment the same kinds of satisfaction that they would get from a paid job. For different volunteers this will be a different combination of rewards, but in general, volunteers <u>and</u> paid workers are seeking through their work to:

- be able to use any special knowledge or skills they have;
- be part of activities which have a community, regional, or national importance;
- to help others;
- be recognized;
- feel needed and useful;
- learn new skills;
- gain visibility that will help in other areas of their lives;
- participate for direct personal benefits, or to repay help previously received;
- avoid the consequences of not participating;
- feel that their life has purpose, meaning, and significance;
- actively utilize their leisure time;
- reduce loneliness, isolation or pressure.

One important reason that older persons in particular want to volunteer their time is to gain an affiliation with an organization to replace their occupational identities lost at retirement. Thus, the reputation and work of the agency which sponsors your program can be an important selling point for prospective senior volunteers.

Speaking more generally, most volunteers want to find a position which allows them to satisfy both their own self interest and their interest in helping others. Efforts to recruit older volunteers to become victim assistance workers will, in great part, be successful based on the ability of a recruiter to convince senior citizens that both of these kinds of needs will be met through their program.

Beyond that, the task of recruiting older volunteers cannot be separated entirely from the other aspects of volunteer management, since in a well-managed volunteer program, recruiting is only initially a time-consuming job. During this start-up period, there can be a problem of "selling" the volunteers and a high attrition rate among applicants. Once that period is over, though, most of the programs we interviewed found that they had more volunteer applicants than they could use. Many attributed that to the enthusiasm of the nucleus of older volunteers which can be "catching" to potential applicants and which provides an important source of support for new volunteers during their first days on the job.

Screening and Selecting Volunteers

Screening volunteers is a two-sided process in which both the volunteer applicants and program administrators make a series of decisions, based on the information they have, about whether or not to pursue their interest in making an eventual commitment to work together. From the volunteer's point of view, the screening process allows them to determine whether the program is one they would like to be associated with, and whether any of the possible assignments would be satisfying to them. From the program's perspective, the objective of screening is to identify and

reject those candidates who are clearly unsuited, either emotionally or intellectually, for work with the program.

Several recent studies have used various tests to try to identify what the most important personal factors are in successful performance by volunteers. One which looked at older adults who were retrained for assignments in community services found that the most important factors were ratings of their: (1) personal effectiveness; (2) commitment to community service; and (3) confidence to direct their own behavior and to exert influence on the world around them. The first two measures were obtained from the personal and social history of the older persons. For the third, a "Locus of Control" scale was developed.[1/] In general, then, screening is used to identify persons who are successful, assertive, committed, and responsible citizens.

There is a wide divergence of opinions among victim/witness programs which use older volunteers about the need for extensive screening of older persons who want to become volunteers. At one extreme are those programs which do little or no screening, letting the applicants decide whether or not to join the program and what work they will do. These programs, which rely mainly on self-screening, could also be characterized as generally oriented more toward meeting the needs of the volunteers per se than toward assuring that the quality of services is as professional as it could be. At the other extreme are programs which are concerned less with the care and feeding of volunteers than they are with the care and feeding of victims. These are usually programs which use volunteers to provide emergency counseling to victims following crime. In order to assure that each volunteer can function independently as a paraprofessional, they put applicants for these counseling assignments through a rigorous screening process and select only those few persons who are already "natural" victim counselors by virtue of their personalities. Happily, most programs fall between these two extremes, and the screening process we will describe is one which most of them would subscribe to.

Screening can occur even before the initial contact between a program and a prospective volunteer. If heavy screening is desired, programs can save themselves some effort later on and narrow down the kind of older adults who apply by the manner in which the program is described in advertisements and presentations. In the same way, decisions about which organizations to contact during the recruitment process tend to screen out certain kinds of older persons and include others.

However, even if screening is accomplished in this way, applicants and programs will still need further information about each other in order to be able to make decisions. This information gathering is usually accomplished through a number of successive steps, described below.

(1) A pre-interview contact. There is a telephone or face-to-face contact between the applicant and the program in which basic facts are exchanged, and perceptions about the applicant are recorded.

(2) Formal written application. The volunteer is sent written information on the program and volunteer opportunities and is asked to fill out and submit a formal application to be considered for a volunteer position. For programs which do heavy screening, there is usually a questionnaire included with the application to find out what the applicant's motivations and values are, and some information about his or her knowledge and experience.

(3) Orientation session. Where there is not a high level of screening (and therefore a lengthy individual interview would not be needed), a group orientation for recruits is held at which the program staff explain the program objectives and structure and the tasks which the volunteers will be called on to perform. The orientation can include information from agencies like the police or courts on how they will be involved, and a tour of places where volunteers will be stationed. This type of orientation is especially useful for allowing applicants to screen themselves out based on a closer examination of what they would be doing.

(4) Interview. A personal interview, while not a prerequisite for all types of volunteer assignments, is an absolute must for applicants who are interested in becoming victim counselors. Usually the interview is conducted with only one person, normally the volunteer coordinator. Highly selective programs, however, sometimes interview candidates before a panel in order to get different perspectives.

Interviews can be used to provide applicants with very detailed information, including the history and goals of the program, volunteer job descriptions, and personnel policies. Applicants are asked open-ended, "non-directive" questions to draw out their attitudes, interpersonal qualities, motivations, values, lifestyle, decision-making abilities and emotional stability. One guide to interviewing and evaluating older volunteers suggests that questions be asked about work and retirement, avocational interests, social relationships, personal strengths and capabilities, plans for the future, factors inhibiting volunteering, education, health, housing and transportation, economics, and interests in volunteering. It also provides information on "cooling the mark," or turning the candidate away. Their summary rating scheme for interviews with potential older volunteers is included in an appendix to this manual.[2/]

For would-be victim counselors, the questions need to include others which probe motivations in more depth, and which tend to keep the interviewees off balance, to judge how the person reacts. Questions would include asking how a person would deal with specific difficult volunteering situations (what would they respond, how would they react) and probing about how they handle stress and feel about themselves. You are seeking a number of personal characteristics which have been shown to be correlated with success in victim counselors, like being well adjusted, open-minded, non-anxious, relatively assertive and attracted to new activities and experiences.[3/] Other variables identified by programs in our study were empathy, flexibility, insight, and a good self-image, among others. One personality type which it is

important to avoid is "rescuers," or persons whose primary motivation in volunteering is to "save" the victim. This approach is generally a very destructive one in victim counseling.[4/]

(5) Pre-service training can also be used as a screening device by allowing both applicants and program administrators to check out their first impressions and make more informed decisions. Thus, attrition during pre-service training should be considered less as a failure than as an effective self-screening device. And the applicant's behavior during training can give an administrator a better idea of what types of assignments, if any, will be most appropriate for him or her.

(6) Lie detector test or police records check. Although these tests are mainly used by programs in police departments, they can prove very useful in identifying applicants who might want to become affiliated with a criminal justice program purely for their own personal gain, and can be an important protection against liability claims against volunteers.

(7) Probationary or trial period. Prior to signing a contract with the volunteer, a trial period of one or two months is sometimes set aside during which the applicant is closely supervised and reevaluated, and applicants can determine whether the work suits them.

Overall, screening can be a less onerous task for programs if there are a variety of alternative assignments in a program, so that an applicant unsuited for one job can be assigned to another. (See the following section on matching volunteers.) From the point of view of those applicants who are selected, though, it can serve a valuable purpose: knowing that others have been screened out can make them feel that they are especially important and valuable and provide them with a strong motivation to do reliable, competent work.

Placement/Matching in Assignments

Once volunteers have been screened and those who are not suitable have been rejected, the burden for arriving at a competent volunteer corps falls on two tasks: placement and training.

Many people we interviewed during this study believe that proper placement--i.e., correct utilization of volunteers--is even more important than is training. This conclusion was often put to us in the negative: the main problem with many older volunteer programs is that the wrong person is put in the wrong slot.

By placement, we mean the process by which a volunteer's characteristics, personality, skills, and desires are compared with the various demands of the assignments, and a suitable match of personal characteristics and job requirements is made. One administrator we interviewed characterized the placement process as identifying the individual characteristics of each applicant and assigning them to tasks "that maximize their strong points and minimize their weak ones."

This matching is more difficult than merely assigning a volunteer to a job which he or she has already done in the past, although that has been one traditional way of making volunteer assignments. For while it is necessary for an assignment to include aspects that an older volunteer will feel comfortable (and, therefore, competent) in dealing with, that does not mean that the volunteer needs to have performed the actual assignment before. The point is especially appropriate when we look at the question of whether older volunteers who have not been professional counselors or social workers can handle victim counseling, or whether that would be too difficult and stressful to adapt to in their older years. Clearly, a large number of older persons, irrespective of their education or work experiences, have been effective "kitchen counselors" to their family and friends over the years. Not to build on those skills and experiences, if the volunteer is interested, would be an obvious loss to victims in need of similar support.

Since a placement must be satisfactory from both the volunteer's and the program's perspective, the matching process needs to involve both parties in arriving at a decision which is mutually agreeable. To aid in this process, a detailed job description for each of the assignments becomes an essential tool

at this time, and can be the basis for an eventual contract between the volunteer and the program.

One important consideration in placement, which is in the interest of both parties, is to balance the need to give the volunteers responsibility and freedom to use their skills without overburdening them. Many victim/witness programs we spoke to felt that volunteer programs for older persons have in the past been much too concerned about the latter, and that the fear of overburdening older volunteers had led them to be placed only in clerical or unchallenging positions. As many of the programs we studied showed, however, older volunteers can and want to accept an opportunity to try something new and challenging. To "protect" them from this type of opportunity, as many volunteer programs have done in the past, is to go against the better interests of both the program and the volunteers.

Training Older Volunteers

There was virtually no debate among the program directors we talked to about the necessity for a meaningful training period for older volunteers, if they are to succeed in their assignments and the program is to receive full benefits from their participation. People disagreed mainly about two topics: the length of the training; and how the training was structured. On closer examination, much of the difference in time devoted to training turned out to be a result of the different types of assignments, with volunteers who were performing more complex tasks receiving lengthier periods of training. The structure of the training, however, presented some real differences in how much information was provided to volunteers before they began to function in their chosen assignments.

Structure of the Training

Most programs offered three separate types of training: pre-service; in-service; and training for paid staff who work with the volunteers.

Pre-service training was generally mandatory, and volunteers who did not attend all of it were screened from the program. The length of pre-service training varied from about 15 hours for programs which use older volunteers in office work or in some court-based services to the 35-40 hour trainings offered by several of the programs which use senior volunteers as victim counselors.

A few of the programs with lengthy "pre-service" training, however, put the volunteer to work during the training period, which was then completed in weekly sessions during the volunteer's start-up period on the job. This latter practice may be an attempt to find a middle road between the need to provide new volunteers with a complete education on a number of new topics without overwhelming them or dampening their enthusiasm with too much time spent in the classroom. A recent study indicates the wisdom of this choice. Of three training models used by a crisis intervention center for non-professional counselors, the one which was judged the most effective by the trainees and by their clients was the use of pre-service training followed by immediate and close supervision on the job. The study concluded that most learning by non-professionals occurs during ongoing supervision and that the practice of relying mainly on pre-training may promote harmful outcomes for volunteers and account for the common problem of high staff attrition.[5/]

In-service training can consist of on-the-job training in which a new volunteer is paired with an experienced volunteer or staff person, and of regularly scheduled training sessions to learn new skills and discuss experiences. As with pre-service training, the length and frequency of this type of training will depend on the complexity of the assignments which volunteers are doing, as well as on the background and skills of the volunteer.

Regularly scheduled in-service training has several advantages over pre-service training. First, it can respond to the spontaneous needs and interests of the volunteers based on their experiences on the job. Second, because the volunteers will have

a concrete need for the information, they will be much more likely to absorb and use it. Third, by exchanging actual experiences, the training provides an opportunity for constructive feedback and supervision of the volunteers' work by their peers as well as other staff. And finally, in programs where volunteers work individually with clients, it provides an opportunity to build a sense of camaraderie and peer support which might otherwise be lacking.

Orientation for paid staff is considered to be essential by many programs to avoid some of the overt and hidden tensions when come from adding older volunteers to a victim/witness program. Even where a consensus has been reached ahead of time that volunteers should be added (see Planning chapter), there may be unresolved resentments about the volunteers which need to be aired. These resentments might center on the amount of time which training and supervising volunteers will require, the feelings about lack of control over volunteers because they are unpaid, or that volunteers are a threat to the paid staff person's job. Added to this are some of the stereotypes commonly held about older persons, which need to be dispelled in order to start the program off on the right foot. For this reason, some programs provide special training for staff on the physiology of aging, the "season of loss" older persons experience, and the advantage of using older volunteers.

Content of the Volunteer Training

There are certain key materials which need to be included in a training progam for older volunteers in victim assistance either during pre-service training or early on during in-service training. They are:

° Information on the victim/witness program

- its goals and objectives
- personnel policies
- organizational structure
- persons with whom they will work and their relationship with each
- roles volunteers play

° Information on their volunteer position

- how it contributes to the program's goals
- basic skills and mechanics to perform the assignment
- opportunities for training and advancement
- how their performance will be assessed and by whom
- to whom to go for help
- reporting requirements and their importance
- using confidential information correctly

° Information on the criminal justice system

- its structure and how the victim/witness program relates to it
- basic terms and jargon
- the politics involved and potential problems with cooperating agencies.

In addition to the basics about the program and its services which should be communicated during training, it is very important to convey a clear understanding of what will be expected of the volunteers. The director of a Florida program told us, "Volunteers need to be told that they will be expected to perform up to high standards, the same as paid staff. Too many volunteer programs don't expect much from their senior volunteers, and this message comes through in various ways--and they do not get much. However, if you expect a lot, you will get a lot, especially if your high standards are combined with a lot of support and encouragement." Part of communicating the nature of these expectations is to convey the overall philosophy of the program, and some of the political realities of working with the various agencies the volunteers will be dealing with.

Written materials and handouts are an integral part of training sessions. In addition to a volunteer's manual which should include the most important information for trainees, some programs assign outside reading, especially The Crime Victim's Book.[6/]

Training Volunteers as Paraprofessional Counselors

Training for older volunteers who will function as independent paraprofessional counselors for crime victims should include all of the topics listed above and a great deal more. Some of the other topics are:

- the general stages of "crisis" following a victimization;
- the "second injury" to crime victims by friends and service providers;
- interviewing techniques, especially "active listening";
- local criminal justice and social service resources;
- making referrals to other agencies.

Almost all programs emphasized the importance of training volunteer counselors in active listening, where one concentrates totally on what the victim is saying and feeds back to him or her what one is hearing. This skill is not a "natural" form of communicating, and is difficult for many older volunteers to learn. One project director commented,

> "Volunteers need to be trained in how not to give advice, which can be very difficult for elderly people. Advice-giving is a lot easier to do than active listening, which takes real skill and a lot of energy....It takes understanding and training to be able to withhold personal opinions and judgements, and to still pay full attention and relate to what the victims are saying, especially when they go into great detail and are repetitious."

Because learning how to counsel victims without imposing one's wishes and advice on them involves breaking old habits and trying out new behavior, the training techniques used with volunteer counselors should involve the participants actively at the "feeling" level rather than at the intellectual level.[7] It should include role plays, dramatizations of particular situations the volunteers will encounter, group discussions of special topics, "case study" analyses of actual situations, observations of real world activities, and audiovisual presentations. One mediation program director we spoke to also uses videotaping of their volunteers as a training tool since that is the most effective way they have found for volunteers to be able to critique their own communication skills as mediators.

A new publication which was developed by NIMH to train counselors and other service providers who treat victims of natural

disasters, should be especially helpful in training volunteers who deal with people in crisis after a victimization. Entitled Helping Skills: A Basic Training Program (Second Edition), it consists of a leader's manual and trainee's workbook which provide a range of opportunities to practice active listening in the classroom; these skills can later be put to use in understanding what victims who are their clients are experiencing.[8]

Another potentially valuable tool for training counselors is the Crisis Center Discrimination Index, developed to rate various hypothetical responses of telephone counselors on how helpful they are, along the dimensions of accurate empathy, non-possessive warmth, and genuineness.[9] And for counselors dealing mainly with older victims, a new award-winning training syllabus by the American Personnel and Guidance Association entitled Counseling the Aged is available.[10] Two of the 11 modules in the text are particularly appropriate for would-be victim assistance workers: "Counseling Older Adults: Suggested Approaches" and "The Role of Paraprofessional Peer Counselors in Working With Older People."

The need to train prospective victim counselors in active listening and other counseling techniques can be overdone, however, one program director touched on this when she said, "Sometimes volunteers who do victim assistance work have been overtrained. They can get too analytical or clinical for the victim, and turn a counseling interview into too much of a therapy session. This can turn victims off if all they want is to talk with a 'nice person' who is empathetic."

Other Types of Specialized Training

Two other types of training for older volunteers appear to be worth considering for certain types of older volunteers who might want or need them. One is aimed directly at correcting the negative self-image which many seniors have, either because they accept the stereotyped image which society paints of them, or as a result of the repeated losses they are faced with in their older years. To rebuild self-confidence and self-esteem, the training addresses their self-image directly, showing how stereotypes

are wrong and what positive aspects of their lives they can be proud of. One such course is provided to volunteers through a local university, and they are awarded university credit for it. As the director of the program said, "The key is that we do not assume that the basic information on how to do the job is enough; attention must be given first to the person doing the job and to making him or her feel competent to do it."

A second type of specialized training for persons who work as victim advocates in the court system is paralegal training, sometimes especially tailored for senior citizens and service providers and available through local universities and community colleges. Not only will this training give the volunteer a much better understanding of the intricacies of the court system, but it can provide valuable advice on ways to assist clients with consumer and other legal problems which can arise or be exacerbated following a victimization.

Supervising the Older Volunteer Corps

Our study and others on managing older volunteers have led us to one overall conclusion: that the ability of a program to keep its volunteers while at the same time maintaining the quality and level of its services is directly related to the program's ability to provide adequate supervision and support for these volunteers. What is more, as several of the programs in our study demonstrated, recruiting and training new volunteers becomes much less onerous and time consuming when turnover in a volunteer corps is kept to a minimum.

But almost without exception, we found that adequate supervision and support for volunteers only occur in host agencies where standards are high in every respect. One volunteer clearinghouse director we interviewed in the District of Columbia provided us with a list of standards an agency should adhere to in order to have a successful volunteer-based program.[11/] They include:

- Has a volunteer coordinator or director (staff position or volunteer).

- Fully informs all paid staff about the volunteer program and individual staff responsibilities to volunteers.
- Defines volunteer jobs as to time, skills, age, duties to be performed, etc.
- Interviews each prospective volunteer.
- Does not discriminate in recruitment or assignment of volunteers because of race, creed, socio-economic status, or age.
- Makes assignments individually suitable and with minimal delay after initial contact.
- Does not replace a paid position with a volunteer employee, but utilizes volunteers to supplement, extend, or reinforce services.
- Gives the prospective volunteer the same careful placement, attention, and supervision as a paid employee.
- Provides orientation, training and evaluation and recognition.
- Makes provisions for upgrading volunteer responsibilities as desired by the volunteer and appropriate to the organization.
- Has clearly defined lines of supervision so that volunteers will know to whom they are responsible.
- Maintains records of individual volunteer services with appropriate safeguards for confidentiality.
- Gives consideration to the agency insurance program, reimbursement for out-of-pocket expenses, uniforms, working conditions, etc., for volunteers.
- Periodically evaluates the volunteer program performance in the attainment of goals and objectives and adherence to guidelines.

To make it very clear exactly what the agency expects of a volunteer, and what that volunteer promises to deliver, most volunteer programs sign a contract with the volunteer, either

immediately after the pre-service training or after several months of a probationary period on the job. This contract, usually for a period of six months, can then be used by the program as the basis for evaluating a volunteer's performance; it can be used by the volunteer to determine whether an agency is living up to its promises to him or her.

Administrators of most successful programs believe that even more important than formal evaluations of older volunteers, though, is immediate feedback to older volunteers about their work. Many do this on either a daily or weekly basis, discussing what the volunteer's work has covered and offering advice and tactful criticism on other ways of dealing with various situations. This approach is especially important with older volunteers who counsel crime victims, since such counseling can be emotionally trying and fraught with potential problems. When carried out in an informal, helpful manner, volunteer supervision becomes an opportunity for a volunteer to learn and grow in the job, rather than to be measured and found lacking.

The form of volunteer supervision is always a reflection of a program's opinions about its volunteers and their importance, and volunteers are quick to pick up on this. If a program has a qualified volunteer coordinator who is available to the volunteers, provides volunteers with the opportunity to interact with each other and to generally feel a part of a team, it is a sign to the volunteers that the program has a sincere commitment to them and relies on their services. Conversely, if a program tries to let the volunteers "run themselves" or does not provide any daily supervision, the volunteers' motivation can decline as they realize the program is not particularly concerned with their satisfaction or work.

Most successful volunteer-based programs give their older volunteers the same status within the program as younger volunteers and paid staff, and hold both paid and volunteer staff to the same levels of performance. Thus, some programs employ management by objective with volunteers, others utilize detailed

job descriptions, while others have regular, mandatory staff meetings. There is never a mystique for volunteers about what the limits of their authority are, who is in charge and their availability, or what the grounds for dismissal from the program are. To discriminate among staff and volunteers by holding some to these standards and excusing others is to invite dissent and eventual disenchantment in the ranks.

While good techniques for managing volunteers do not differ in any substantive ways from those used with paid staff, managing volunteers is more difficult because of the problems encountered in providing a consistent level of services using part-time workers. Compounding this problem is the nature of victim assistance work, which is unpredictable in its demands on staff time; it is impossible, for example, to predict which day of the week will produce the greatest number of referrals, or which court cases will be postponed or held as scheduled.

The programs we studies had all responded to these facts of life with different approaches and varying levels of success. Contrary to a common sterotype, though, we did not find that programs using older volunteers had any greater difficulties in dealing with these scheduling problems because of a purportedly greater inflexibility among their volunteers. On the contrary, we found no consistent differences among younger and older volunteers in their flexibility on the job. Those who were inflexible, whether younger or older, were so because of personality characteristics unrelated to their age, or because of other demands or pressure in their lives. Some wanted or needed set schedules, while others were willing to receive and carry out assignments as the need arose. Once again, then, a management problem is solved by matching the different types of volunteers of every age with the assignments which suit them.

The importance which matching plays in successful volunteer management has been given added emphasis by an expert on older volunteers, who has pointed out the need to deal with the changing energy levels which many older volunteers, as a result of

both external and internal factors, bring to their work. She concludes that in order to respond to these changing energy levels, volunteer managers must provide a variety of options within a single program into which a volunteer can move to find satisfaction and growth. And only when volunteers are given the opportunity to make horizontal or vertical movements to other assignments within the program to match their changing needs will the program be successful in retaining them.[12/]

Supporting and Rewarding Older Volunteers

The subject of appropriate volunteer placement is closely connected with the subject of rewarding volunteers because it is usually a volunteer's assignment per se that is his or her most important source of satisfaction. To understand how this is so, one must return to the reasons why older persons want to volunteer in the first place: to express themselves, maintain their status and independence, find new relationships, use their talents or learn new ones, influence others, and contribute to their own and younger generations.

Since these and similar benefits can be derived from assignments in victim assistance work, the assignments themselves are usually the main reason that older volunteers remain motivated and satisfied with their work. One volunteer director confirmed what many others were saying when she listed the main rewards her victim counselors received in their work: "the satisfaction they are doing a responsible, professional job very well; the chance to learn about their community, how the local agencies work, and what kinds of services are available; personal growth; increased knowledge about new subject matter; personal reassurance through their connection with law enforcement; and increased self-esteem."

There was unanimous agreement among volunteer managers, though, that the kind of reward which comes naturally from the work needs to be reinforced by other types of support to compensate volunteers for the absence of a paycheck. The types of support which can be provided are staff support, peer support, physical support, and community support.

Staff support can come first and foremost from the kind of close, compassionate, and flexible supervision which was described in the preceding section. A second important form of staff support is regular in-service training offered to volunteers to upgrade their skills and increase their competence. In addition to helping volunteers to improve their performance, though, it is important to keep them up to date on what is going on in the program and the agency, to allow them to express their concerns and complaints, and to involve them regularly in any decisions about program direction, through staff meetings, working committees and the like. Providing opportunities for job development for volunteers through a regular cycle of evaluation and planning is another important way in which staff can support volunteers.

Equally important, according to many experts, are the opportunities provided the volunteers to have stimulating relationships with paid staff and clients of the program, and whether or not the volunteers are publicly identified as program staff. Simple symbols of this identify, like badges which allow volunteers to come and go with the same ease as paid staff, or business cards for volunteers which legitimize to outsiders their affiliation with the program, are important ways to support volunteers by paying them the same respect which is due to paid staff.

Gaining peer support is a major reason why older persons volunteer, and allowing opportunities for such support to develop is an important way to provide job satisfaction. For many older persons who are seeking companionship, working in teams or in a group is an essential requirement to their job. Where this is not possible, regular volunteer meetings which provide an opportunity to talk about their personal lives and concerns can be an important outlet, and can contribute to the overall effectiveness of the workers. As one program director explained, "We address personal concerns of the volunteers--anything they want to talk about--at our weekly training sessions. Dealing with their own and each other's needs make them more sensitive to the needs of the victims and thus is very valuable to them and the program."

Physical support is of special importance to older persons who may have difficulty in volunteering because of the burden which it puts on an already strained, fixed income, and for volunteers with special needs from age-related handicaps. For these volunteers, support in the form of transportation and reimbursement for out-of-pocket expenses is not merely a nicety but is a prerequisite to their ability to volunteer.

Community support, whether spontaneous or artifically stimulated by program staff, can be important to older persons who are using volunteering as one means to fight against their lowered status in society. A whole range of "symbolic rituals" which publicize through events and the media the specific accomplishments of the volunteers serve to acknowledge publicly the important role which the volunteers are playing. They are important in reaffirming to volunteers that their work makes a difference and has meaning to the community.

Clearly, there are numerous ways older volunteers can be rewarded for their work. A volunteer services consultant in Minnesota put together a list of 101 such ways, and it is included as an appendix. While some of this support requires the investment of money and time, the return of this investment in terms of increased motivation and satisfaction among volunteers is sufficient to warrant its inclusion as a critical part of managing a senior victim/witness volunteer corps.

NOTES

1/ J. Thune, S. Tine, and N. Cherry, "Personality Characteristics of Successful Older Leaders," Journal of Gerontology, 21:3, June, 1966.

2/ Margaret E. Hartford, "The Use of Interview Skills in Older Volunteer Programs," Mini-Texts. Washington, D.C.: ACTION, Older Americans Volunteer Program, 1973.

3/ C. L. Best and D. G. Kilpatrick, "Psychological Profiles of Rape Crisis Counselors," Psychological Reports, 40:3-2, June, 1977.

4/ Morton Bard and Dawn Sangrey, The Crime Victims Book, New York, New York: Basic Books, 1979.

5/ W. W. Doyle, M. E. Forman, and W. Wales, "Effects of Supervision in the Training of Nonprofessional Crisis-Intervention Counselors," Journal of Counseling Psychology, 24:1, 1977.

6/ Bard and Sangrey, Op. Cit.

7/ A recent evaluation of two different training approaches--didactic or lecture versus trainee participation and involvement--rated volunteer nonprofessional telephone counselors who had been trained using each of the methods on the traits of empathy and helpfulness. It found that persons trained under the latter model (ones who had received training which trained involvement on the feeling level) were rated significantly higher than were persons trained by the didactic or lecture form. See M. G. Mohr, "Effectiveness of Subprofessional Volunteer Counselors as Moderated by Two Different Training Approaches: Traditional vs. Human Relations," Dissertation Abstracts International, 32(12-B), 7318, 1972.

8/ Steven Danish, Anthony R. D'Augelli, and Allen R. Hauer, Helping Skills: A Basic Training Program, Second Edition, Leader's Manual and Trainee Workbook are available from Human Sciences Press, 72 5th Avenue, New York, New York 10011; telephone (212) 243-6300. The Trainee Workbook is priced at $7.95 and is available at bulk rates.

9/ G. D. King and J. P. Morgan, "The Selection and Evaluation of the Volunteer Paraprofessional Telephone Counselor," American Journal of Community Psychology, 3:3, 1975.

10/ Mary L. Ganikos, ed., Counseling the Aged: A Training Syllabus for Educators, American Personnel and Guidance Association, 2 Skyline Place, Suite 400, 5203 Leesburg Pike, Falls Church, Va. 22041; 1980, $10.00.

11/ Interview with Ruth Sloate, director of the Volunteer Clearinghouse of the District of Columbia, November, 1980.

12/ Mary M. Seguin, "Working in an Older Volunteer Program," Mini-Texts, Washington, D.C.: ACTION, Older Americans Volunteer Program, 1973.

CHAPTER FOUR
A CATALOGUE OF PROGRAM MODELS FOR A SENIOR VICTIM/WITNESS VOLUNTEER CORPS

Introduction

The preceding two chapters on how to plan and manage a senior victim/witness volunteer corps have been extracted from the experiences of those who have set up and are managing victim/witness service programs which use older volunteers. While they may be useful as general guidelines, they are lacking the kind of detail which is important to someone who wants to set up a specific type of service in a specific type of agency. This chapter is an attempt to provide that kind of detail through a catalogue of fifteen programs which have already, through trial and error, come up with a number of different ways to organize and manage a senior victim/witness volunteer corps.

The fifteen programs included in this catalogue have been selected for two reasons. First, they are meant to illustrate the wide range of approaches, for example, in the sponsors and funding for such programs, the services which volunteers provide, and the division of labor among staff and volunteers. This diversity should demonstrate beyond a doubt that there is no one "right" model, and that each program must have a very individual fit with local conditions, opportunities, and needs. And it should provide the opportunity for someone who is interested in one specific approach to organization or service delivery to contact someone who has direct working experience with such an approach. (For that reason, each program description is followed by the name, address, and telephone number of the program's director.)

The second reason for this large pot-pourri of programs is to convince the reader, simply by the cumulative weight of the evidence they provide, that a senior victim/witness volunteer corps is both feasible and valuable. For despite the differences which are evident among the programs, we found that two common themes underlie all of them: that older persons are especially

effective and useful in providing information and friendly support to victims following a crime; and that the senior volunteers themselves gain great satisfaction from providing those services. Finding these common themes in program after program lent considerable evidence to their validity. Our hope is that the fifteen programs, all of which illustrate different facets of the two themes, will serve to convince even the most skeptical among our readers that a senior victim/witness volunteer corps might be worth a try.

This catalogue of programs is not intended to be exhaustive, merely illustrative. Given the limitations of our survey, there are undoubtedly many excellent programs which were omitted, and for that we are sorry. The more detailed treatment which some programs receive is due not only to access to more information about these programs, but also to our judgement that their activities were unusual or instructive enough to merit that amount of detail. As a guide to the reader, Figure 4.1 provides a summary of the main characteristics of each of the programs in the catalogue.

Figure 4.1

GUIDE TO PROGRAMS IN THE CATALOGUE

Program	Characteristics
Crime Resistance Involvement Council Pasadena, California	integrated crime prevention/victim assistance project; based in an educational/mental health organization; close ties with police department; crisis response capability; emergency and follow-up peer counseling for older victims; part of city budget
Special Needs Project Kansas City, Missouri	part of a community-based non-profit crime prevention organization; crisis response capability; crime prevention/victim assistance services for older persons; peer counseling and referral; Title XX funds; telephone assurance
Senior Safety Project Media, Pennsylvania	private, non-profit organization; foundation funding; emergency and follow-up counseling and referral for older victims; Hotline; court accompaniment; limited budget
Senior Victim Assistance Team Colorado Springs, Colorado	part of a police department; crisis response capability; volunteers of all ages serving older victims; emergency counseling and referral; services for seniors in hardship or involved in traffic accidents; limited budget
Victims of Crime Assistance League Orlando, Florida	integrated crime prevention/victim assistance program; part of a sheriff's department; victim assistance for older victims, connected with services for victims of all ages; emergency peer counseling and referral
Senior Victim Aide Program Ft. Lauderdale, Florida	part of a police department; services for older victims, connected with a project serving victims of all ages; crisis response capability; emergency peer counseling and referral; very limited budget
Victim/Witness Assistance Center Syracuse, New York	based in a prosecutor's office; formal arrangement with volunteer clearinghouse and rape crisis center; services by volunteers of all ages for victims of all ages; emergency telephone counseling and referral (24-hour); Hotline; complaint centers for witnesses; waiting room for witnesses; mediation

Program	Characteristics
Suffolk County Community Mediation Center Coram, New York	non-profit community organization; part of county budget; volunteers of all ages serve disputants of all ages; close ties with police, prosecutor, Legal Aid
Operation Senior Security Peoria, Illinois	non-profit community agency; integrated crime prevention/victim assistance program; neighborhood-based peer counseling for older victims; very limited budget
Elderly Victim Assistance Program Philadelphia, Pennsylvania	operated by a non-profit senior citizen organization; foundation funding; neighborhood-based peer support and court-based services for older victims and witnesses; close ties with prosecutor's office
Safety and Security Unit Yonkers, New York	sponsored by an office on aging; part of a comprehensive crime prevention program; close ties with law enforcement; Court Watch; crisis response capability; emergency peer counseling and referral for older victims; peer group counseling; training for police
Elderly Crime Victims Assistance Program Jamaica, New York	operated by a community-based senior citizen organization; part of a comprehensive crime prevention program; emergency counseling and referral for older victims; peer group counseling
COURT WATCH Milwaukee, Wisconsin	based in prosecutor's office, connected with a project for victims and witnesses of all ages; sponsored by an office on aging; court-based services by older volunteers for older victims and witnesses; Court Watch
Juvenile Court Volunteer Project Baltimore, Maryland	RSVP-initiated and sponsored; based in juvenile court administrator's office; serves victims of all ages; older volunteer staff waiting room for witnesses and offenders; very limited budget
Crime Prevention/Victim Assistance Program for the Elderly Las Vegas, Nevada	based in RSVP; part of a comprehensive crime prevention program; counseling and referral for older victims; home repair

COLLABORATION BETWEEN THE PUBLIC AND PRIVATE SECTORS IN ANTI-CRIME SERVICES FOR THE ELDERLY: THE CRIME RESISTANCE INVOLVEMENT COUNCIL FULLER THEOLOGICAL SEMINARY PASADENA, California

Origin of the Program

Crime against the elderly has been a problem of long-standing concern for the police in Pasadena, California, where nearly 50 percent of all street crimes are committed against the 22 percent of their citizens over 65 years old. This concern led the Department in 1975 to begin a cooperative program with the Crime Resistance Involvement Council (CRIC) to train older persons in crime prevention techniques so that they in turn could educate other older persons how to reduce their chances of criminal attack. Soon after this program was underway, the Department was approached by representatives of the National Conference of Christians and Jews about getting involved in providing assistance to older victims of crime. The police and CRIC immediately saw the logic of adding victim services to the existing crime prevention services offered by their older volunteers, and began to train their volunteers in counseling and resource identification for older victims.

The integrated crime prevention and victim assistance program for senior adults became operational in 1976, and has been jointly sponsored since that time by the Police Department and the Fuller Theological Seminary's Graduate School of Psychology, which took on the administration of CRIC. During its first year of operation, CRIC was funded by the Jameson Foundation and Fuller. For the next two years, it was funded by Jameson and by a national discretionary grant from the Law Enforcement Assistance Administration (LEAA). Currently, CRIC's annual budget of $47,700 is provided by the City of Pasadena, through the operating budget of the Police Department.

In its five years of existence, then, CRIC has been able to achieve what many other victim assistance programs have not: institutionalization in the community by becoming a part of the city's operating budget. Of equal note is their achievement of a long-term cooperative working relationship between the Pasadena police department and a private educational facility. Writing about the program in 1977 (Police Chief, February, 1977), Police Chief Robert McGowan attributed police acceptance of the program to the feeling of reassurance it provides to police officers, that someone in the social service agencies will help the victim after they return to duty, that "now there is a continuity of service in a system that used to be laden with gaps." The program was recognized early on as a model for other programs across the nation. It has received a great deal of praise and attention nationally and within California, and was chosen by Governor Jerry Brown in 1977 as one of four model programs in the areas of crime prevention and victim/witness assistance.

Program Organization and Services

CRIC is essentially a program operated by senior adults for senior adults. (For CRIC, "senior adult" means anyone over 50 years old.) While the program is administered by part-time paid students of the Fuller Graduate School of Psychology, most of the planning and decision-making about the program is carried out by the 20 older volunteers who provide the direct services the program offers. Ten of the volunteers have been with the program from the beginning. Several devote more time to CRIC business than do the paid coordinators--about 10 to 15 hours a week.

The paid part-time staff of the program consists of a coordinator, Tim Tennyson, an assistant coordinator, and a media and awareness leader. Their jobs are to supervise and facilitate the work of the volunteers and to provide their training. They are presently coordinating 20 older volunteers--12 who are assigned to the Victim Assistance Team, and 8 who are part of the Awareness Team or who work in the CRIC offices. Together, these volunteers provide three types of services:

- Home security assistance. Volunteers check the homes of older persons for any security risks that are present and, if needed, supply and/or install new security devices in the home.

- Crime prevention awareness. Volunteers make presentations on crime prevention for groups of 50 or more and are involved in getting residents organized in Neighborhood Watch, Postal Alert, and anti-con game programs. They also reach the public through radio, TV, and the press.

- Victim assistance. Volunteers call on victims within 24 to 48 hours of the crime to offer whatever type of assistance they require.

The secret of being able to contact victims so quickly after a crime is CRIC's close cooperation with the police department. After each shift, police officers place all of their reports on crimes against senior adults into a central box at the station-house. These names are provided daily to the CRIC Coordinator who then telephones the volunteers on the victim assistance team to give them the names of the victims they should contact that day. (This has to be done early in the morning, or the coordinator is likely to miss a volunteer who has gone off for the day.)

The first contact with a victim is a telephone call from a volunteer, unless CRIC is notified by a police officer that there is an emergency, in which case a counselor goes to the victim's home immediately. (One CRIC member, usually the coordinator, is available 24 hours a day to the police department by a beeper for such emergencies.) About 80 older victims are contacted each month by telephone, and they are subsequently mailed a crime prevention information packet. Of this number, about 15-25 victims per month request further services and are seen face-to-face by the counselors. Those tending to request the most services are single adults over 70 years of age, who live alone and have no family members nearby. The volunteer is responsible for completing a report on each of the victims contacted. It is reviewed by the coordinator, who suggests possible follow-up techniques to the counselor if he feels they are needed.

The overall goal of the services provided by the volunteers is to help the victim overcome the trauma and loss which result from victimization. More specifically, the volunteers' roles are to: assure the victims that someone is concerned about them; allow the victim to talk through the incidents, expressing the common reactions of fear, anger, and/or helplessness; assess the victims' physical and psychological states; and suggest ways in which specific problems might be solved.

To perform this last function, CRIC volunteers become experts at "networking," i.e., making referrals to other social service agencies that can provide needed help. Their work is facilitated by a 70-page, looseleaf Resource Manual which volunteers carry to the victim's home with them, and which they are very adept at using. The manual lists all agencies in Pasadena and some in Los Angeles, and is cross-referenced by the type of service they provide. It is updated regularly and has been acquired by a number of other social service agencies in Pasadena for their own use. In addition to these referrals, volunteers can provide direct services such as emergency loans or help with victim compensation applications, and accompany a victim to a court trial. Long-term counseling is available from staff of the Fuller Gerontology Clinic.

Recruiting, Screening, Training and Supervising

Volunteer turnover in this program has been so low that recruiting new volunteers has not presented much of a problem. Their best source of new recruits has been through current volunteers' activities in the community. Many of the volunteers are former victims themselves. In fact, an opposite problem presents itself: that of sifting through the large number of persons who express an interest in the program to come up with those few who are willing to make a real commitment to the program in time and effort and who are able to work well with victims. Coordinator Tennyson estimates that only about ten percent of those who make inquiries to the program would qualify in both of these catagories. Those recruits whose personalities are unsuited to victim

counseling are channeled into office work and other ongoing projects.

Pre-service training for volunteers in victim assistance is provided by staff from the Fuller Psychological Center. Training in crime prevention education and home security is provided by the Pasadena police department. The in-service training for victim counselors is conducted at weekly meetings of CRIC volunteers which are open to the public. The meetings accomplish several purposes. They document what has occurred with clients during the past week and permit staff and volunteers to make suggestions about the handling of various cases. The meetings also focus on the personal problems and concerns of the volunteers, who often work alone, and serve to develop a sense of group comraderie. Finally, the weekly sessions are often used for formal training on the counseling techniques for victims.

The philosophy behind this ongoing training is, according to Tennyson, that "we need to train lay counselors to be as professional as possible, simply because the money isn't there for professionals." Volunteers, he believes, who have been on the job for a long time may experience some burn-out and can begin to see their relationship with victims as strictly business. Others, including new volunteers, may tend to get too involved and make their clients very dependent on them. The ongoing training serves as a reminder to volunteers about what kind of therapy appears to work best for victims.

For more information on CRIC, contact:

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447 North El Molino
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SENIOR VOLUNTEERS IN A COMMUNITY-BASED
ANTI-CRIME PROGRAM:
THE SPECIAL NEEDS PROJECT;
KANSAS CITY COUNCIL ON CRIME PREVENTION
KANSAS CITY, MISSOURI

Program Organization and Funding

Since 1974, the Kansas City Council on Crime Prevention, a community-based, non-profit organization has been instrumental in developing and operating a whole range of grass-roots community projects to combat crime. In 1980, their operating budget of $400,000, supplied by the City of Kansas City, LEAA, and the United Way went to support ten different crime related programs. One of these is the Special Needs Project, set up in 1978 with a Title XX grant from the state of Missouri, to provide special services to older and handicapped persons who are victims of crime or who fear becoming victims of crime. The goals of the project are to alleviate unreasonable fears about crime and to provide senior citizens with crime prevention skills that will enable them to live more comfortable, independent lives. The staff of the project includes one full-time project operator, one counselor and one assistant, all paid, and three older volunteers.

Program Services

According to the Council's Program Director, Karen Curls, the Special Needs Project is now very well-known among older Kansas Citians; at times, older crime victims have called the program before they call the police. Other referrals are received from the police after they complete an offense report back at the precinct, or from friends or social service agencies.

When a referral is received, a paid professional counselor, on call on a 24-hour basis, immediately goes out to the victim's home to interview him or her and to do a needs assessment. At this home visit, one of the most crucial services is to let victims know what community resources are available to them and to encourage them to get in touch with members of their "support network," especially relatives or their church, to ask for their help.

At this point, the elderly volunteers' work begins. First the volunteers may do any follow-up work with the crime victims that is needed. Another service by the volunteers is the Call an Elderly Person (CAEP), which provides telephone assurance services for prior victims and other isolated older and handicapped individuals in the community. CAEP volunteers call their clients twice a week to check up on them and see if they need anything. The calls are used just to socialize, to pass on health or crime prevention tips, and to make the clients aware of existing programs and services. Volunteers made over 200 calls in 1980 to handicapped and elderly citizens.

Recruiting, Screening, and Training

Volunteers are recruited through local clubs, churches, and agencies and receive about 40 hours of pre-service training. It includes an orientation to the criminal justice system, crisis intervention, crime prevention education, and available local resources. Weekly in-service training is also provided. The most important qualities looked for in volunteers are openness, a liking of other people, and a willingness to share experiences and feelings. In fact, according to Ms. Curls, the program has had the most success with volunteers from the disadvantaged, low-income backgrounds; these kinds of people have shown great common sense skills in handling their clients who often come from backgrounds similar to their own. Volunteer applicants who have these qualities are easily trained in the necessary counseling skills and what resources are available locally.

In addition to victim assistance, the Special Needs Project also has a crime prevention component, which the senior volunteers also participate in. They assist in conducting crime prevention education sessions, home security survey, and Operation Identification.

For further information on the project, contact:

Karen Curls, Program Director
Kansas City Council on Crime Prevention
3200 Wayne
Kansas City, Missouri 64109
(816) 923-1499

Related Programs

Other programs in this catalogue which also provide an integrated crime prevention and victim assistance services are:

Crime Resistance Involvement Project
Pasadena, California

Victims of Crime Assistance League
Orlando, Florida

Operation Senior Security
Peoria, Illinois

Safety and Security Unit
Yonkers, New York

Elderly Crime Victims Assistance League
Jamaica, New York

Retired Senior Volunteer Program
Las Vegas, Nevada

FUNDING CRISES AS A WAY OF LIFE: SENIOR SAFETY PROJECT, INC. OF DELAWARE COUNTY MEDIA, PENNSYLVANIA

Organization and Services

Over the five years that it has been in existence, the Senior Safety Project, a private, non-profit agency in Media, Pennsylvania which aids crime victims over the age of 55, has found that lack of long-term funding for their efforts has been their most pressing concern. Funding for the program's $45,000 annual budget has come, with several stops and starts, from a large number of sources, including Older Americans Act funds, grants from foundations and corporations, project fund raising, and private donations. The funds are used to support a paid project staff which consists of a part-time director, Patricia Johnstone, a full-time assistant director, a full-time senior staff aide, and a part-time staff aide. Volunteers, both young and old, have also been an important part of the program--once numbering nearly 50--in staffing special projects when sufficient monies were available. But now that funding is once again at the bare-bones level, the program has reverted to using its staff and only a few volunteers to provide its "core" functions: emergency services to older crime victims within five days of the victimization; and any follow-up that is needed to bring them back to a normal state of functioning.

Senior Safety uses its volunteers in much the same way that the Special Needs Project in Kansas City does. Initial contact and needs assessment with victims, including crisis counseling, is carried out by project staff. Once this has been accomplished, volunteers working out of the project office are assigned a number of follow-up duties, like follow-up counseling, transportation, assuring that referrals to other agencies are successful, and providing crime prevention information. A recent arrangement with the Delaware County Legal Assistance Program allows the program to use their Senior Paralegals, all trained in criminal court proceedings, to accompany victims to court.

A very successful project run by Senior Safety, which ended when its funding ended, was a 24-hour emergency hotline which was staffed by senior volunteers. The volunteers were recruited in groups, and these groups worked together to respond to all types of emergency calls for assistance. According to project director Pat Johnstone, the seniors were "great on the telephone," and were very empathic with people who called.

For more information on the program, contact:

Patricia Johnstone, Director
Senior Safety Project, Inc.
103 North Jackson Street
Media, Pennsylvania 19063
(215) 565-4518

A POLICE-BASED VOLUNTEER RESPONSE TO OLDER VICTIMS OF CRIME: THE SENIOR VICTIM ASSISTANCE TEAM COLORADO SPRINGS POLICE DEPARTMENT COLORADO SPRINGS, COLORADO

Origin of the Program

Citizen volunteers were already a well-accepted fact-of-life in the Colorado Springs Police Department when the Volunteer Services Coordinator for the Department, Maria Taylor, came up with a new idea. Her experience with police operations had led her to conclude that because police officers are under a great deal of pressure to conduct post-crime investigations and get back into service as quickly as possible, victims were often left with little information or support following a crime. To her mind, this lack of attention was hardest on older victims, many of whom are especially frightened following a crime.

Ms. Taylor approached her superiors in the Department with the idea of setting up a special team of volunteers who would be available to provide back-up support for the police by offering special help to older crime victims. Police Chief John Tagert recognized that the project would be a tangible way to demonstrate their concern for the welfare and safety of senior citizens in Colorado Springs, and gave his approval for the project. Thus, the Senior Victim Assistance Team (SVAT) was born.

Although SVAT has only operated since the spring of 1980, it has succeeded in that time in changing the attitudes of many police officers from ones of skepticism to full-fledged support--as demonstrated by the Department's contribution to SVAT of two pagers and a car for the use of the victim counselors. Another sign of the project's success is that staff of the senior-service agencies in town often call the SVAT volunteers for advice on handling crisis cases and other emergencies. And still another is the recent offer to SVAT by a nursing home of the use of their guest suite for cases in which emergency shelter is needed for a victim for a day or two.

Looking back on the intial phases of the project, though, Ms. Taylor does not discount the amount of effort which was needed to get it operating well. "This kind of volunteer effort shouldn't be undertaken lightly," she told us. "Planners should know that it takes far more skill and time to implement a project which uses volunteers in crisis assistance than it does to set up other kinds of volunteer services." But difficult or not, the SVAT program shows that such a service is possible.

Program Organization and Services

SVAT is comprised of 18 volunteers, nine who are elderly and nine who are under sixty. (One of the volunteers is a man over 80 who has himself been a victim of crime.) These volunteers usually work in pairs, and husband and wife teams are encouraged. Each morning, Monday through Saturday, several volunteers report to the main station of the Police Department, review police reports of crimes which have been committed within the last 24-48 hours, and collect the names and other pertinent information for all victims over 55 years of age. They then contact the victims by telephone to explain the functions of the SVAT and their services and to arrange for a home visit, if the victim is interested in some assistance. The volunteers contact about 90 victims per month, and provide services to about 75 of these. About 20 receive home visits. They also are available on a 24-hour emergency basis to respond to calls from the police where help is needed with a victim at the scene of a crime.

Since Ms. Taylor cannot serve as full-time coordinator of the SVAT, she appoints two of the volunteers to serve as volunteer coordinators for a specific period of time. These coordinators have very specific responsibilities. One functions as the business manager and handles all the administrative matters, including statistics and records on the victims receiving services, and an up-to-date file of community resources. The second coordinator is responsible for assigning all of the cases to the volunteers and assuring follow-up until the cases are terminated. She also functions as the supervisor for the period of training which each volunteer must complete before being permitted to function independently, and plans and conducts the monthly in-service training.

In addition to committing themselves to working at least one half-day per week, volunteers must attend this two-hour monthly training session, which is held for the purpose of exchanging case information and on-going education. At that session, they sign up for their volunteer schedule for the following month. This month-by-month scheduling provides the kind of flexibility which Ms. Taylor believes is essential to the operation of a volunteer program. They also sign up then for their turn at being responsible for calls on the emergency pager from patrolmen who would like back-up assistance from a SVAT member.

There are two primary services which the victim assistance volunteers provide: reassurance and referral. The reassurance that the volunteers provide is described as a kind of crisis intervention, aimed at establishing a trusting atmosphere and providing some comfort to persons who have been through very shocking experiences. In addition, volunteers attempt to reduce the victims' fear of crime through educating them about crime prevention and encouraging them to use Operation Identification. Finally, through referrals, they assure that the victims are provided with whatever services they need to help with the aftermath of the crime. Ms. Taylor describes the SVAT volunteers as being facilitators more than counselors. This is because every case is unique, and the main function of the volunteers is to assist victims in identifying the source of their problems and to help them to come up with some solutions--preferably ones of their own choosing.

Members of the SVAT have also "earned their stripes" in the Police Department by providing services in two non-crime-related areas which can consume a great deal of a police officer's time. The volunteers work with older persons who have been in traffic accidents, providing reassurance if that is needed, or helping them to fill out the necessary forms or reports or to get ready for court. The second service is to assist older persons who turn to the Police Department as a last resort when they are having trouble coping with some situation. For instance, they might help to find a place for an older dispossessed person to

stay, or link an older person in need of counseling to an agency which provides that.

The project has been able to expand its services into these other areas because they presently have as many volunteers as they need, with others waiting to join the program. Ms. Taylor attributes this surfeit of volunteers to the fact that, although they are unpaid, they are "paid psychologically," i.e., the volunteers find real meaning and personal satisfaction in their assignments. Not only do the assignments provide volunteers with increased self-esteem and opportunities for personal development, their involvement with local law enforcement gives them a real sense of reassurance. One SVAT volunteer commented, "We are all angry about crime, especially when it happens to us. This program is one way we as citizens can creatively deal with this anger and work to combat crime."

Screening and Training the Volunteers

Instead of a formal pre-screening of volunteer applicants, they are required to go through a number of different stages prior to beginning work in which they are screened out if they are not suitable for the program. Volunteer applicants first read the pamphlet describing the program and the detailed descriptions of the requirements for volunteers. If they are still interested, they are then given a 45-minute polygraph test by the Department to screen out people with a prior police record, those with serious personality problems, or who might want to become associated with the Department for their own private gain. If the polygraph is passed, applicants must attend a 35-hour training program which is given in 12 classes over a three-month period.

Graduates of the training must sign a legal document swearing that they will not give legal advice, will keep all information about clients confidential, and will not accept gifts worth more than $10 from clients. These forms and the polygraph take care of any questions about police liability in case of a complaint about a volunteer. The end result of this screening process is a corps of dedicated volunteers who exhibit a diversity of talent.

The 35 hours of pre-service training is aimed at teaching volunteers short-term counseling skills--how to listen well and meet clients where they are, without forcing them to make changes. Training includes materials on the psychological, sociological, and physical aspects of aging; sensitivity to the stages of anxiety and stress following a victimization; counseling skills (for immediate support only, until a referral can be made); how to identify cases in need of more help; how and when to terminate a case; communication skills; community resources; and the workings of the Police Department. (The workings of the court are not covered, since there is also a victim/witness project which provides court-related services.) In addition, there are some eight hours of pre-service training devoted to a tour of all the social service agencies the volunteers will be working with (mental health, protective services, etc.). This allows them to get acquainted at firsthand with the persons and places they will need to rely on for follow-up services.

When the volunteers have completed about half of the pre-service training, they begin a parallel period of field training, in which each one accompanies one of five volunteer "preceptors" during their working hours to observe the actual delivery of victim services. (These five preceptors are trained and supervised by one of the volunteer coordinators.) This training lasts at least ten hours, and is extended if the supervisor feels the volunteer has need for more experience before setting out on his own. Volunteers are also required to complete a minimum of two hours of on-the-job training once a month.

The length of this training is comparable to what is required of volunteers by many rape crisis centers before they can begin to work directly with victims. While some experts on volunteering believe that such a lengthy pre-service training program is not particularly useful, Ms. Taylor and her volunteer coordinators feel that the extensive training both attracts and results in the high quality of volunteers they have. What is more, by beginning the volunteers' preceptorship training halfway through the formal pre-training program, volunteers are able to

begin to understand the relevance of the information they are getting in the classroom. Thus, SVAT's experience and that of many rape crisis centers would lend some validity to the need for this in-depth training prior to service if volunteers are expected to function as independent, paraprofessional workers in face-to-face situations with persons in need of competent help.

For further information on the program, contact:

Maria B. Taylor, Director
Senior Victim Assistance Team
Colorado Springs Police Department
P.O. Box 2169
Colorado Springs, Colorado 80901
(303) 578-6907

Related Programs

Other programs in this catalogue which are also sponsored and/or administered by a police or sheriff's department are:

Crime Resistance Involvement Council
Pasadena, California

Victims of Crime Assistance League
Orlando, Florida

Senior Victim Aide Program
Ft. Lauderdale, Florida

ADDING A SENIOR VOLUNTEER CORPS TO AN EXISTING VICTIM ASSISTANCE PROGRAM: TWO RECENT EXAMPLES

(1) VICTIMS OF CRIME ASSISTANCE LEAGUE VICTIM ADVOCATE PROGRAM ORANGE COUNTY SHERIFF'S DEPARTMENT ORLANDO, FLORIDA

For the past six years, the Orange County Sheriff's Department has sponsored a Victim Advocate Program, staffed by three full-time counselors who provide emergency assistance to victims of violent crime. The program's director was interested in expanding their services to older crime victims, and was aware of various successes, in Tampa and Pasadena, for example, using older persons to counsel their peers who had been victimized. The Victim Advocate Program applied to LEAA and received funding to set up a similar component in their program, named the Victims of Crime Assistance League (VOCAL), in which older volunteers would provide counseling and services to all victims over 55 years of age.

The $21,000 award provides funds for a full-time volunteer coordinator, Cathy Morrison, and a clerk typist. Working through RSVP, the Volunteer Service Bureau, and the local media, an initial group of ten volunteers was recruited and received 17½ hours of training over a five-day period in late 1980. The training provided the volunteers with information on counseling, the physiological process of aging, and victim advocacy.

Eight of the volunteers are used as "senior advocates" doing victim counseling, and the other two are used in crime prevention work. The senior advocates work out of an office where crime reports on older victims are received on a daily basis. The volunteers contact each of these victims by telephone (about 70 victims a month) and follow up by mail or telephone as is needed. Any home visits that are required are conducted by the volunteer coordinator.

For further information on this program, contact:

Cathy Morrison, Volunteer Coordinator
Victims of Crime Assistance League
Victim Advocate Program
Orange County Sheriff's Department
1 North Court
Orlando, Florida 32801
(305) 420-4026

(2) SENIOR VICTIM AIDES
VICTIM ADVOCATE UNIT
FORT LAUDERDALE POLICE DEPARTMENT
FORT LAUDERDALE, FLORIDA

A second, even more recent example of a senior volunteer corps which is being used to expand the services of an existing victim assistance program is also in Florida, where the state law enforcement planning agency has been encouraging such a development. Even before the $2,100 in LEAA funding for the Senior Victim Aides project had begun in October, 1981, the project's sponsor, the Victim Advocate Unit in the Fort Lauderdale Police Department, had already trained six older volunteers to work with the Unit several hours every week.

The Victim Advocate Unit, which consists of two paid full-time victim advocates, has serviced victims of violent crime since 1974 and is a permanent part of the police department's special services. A recent article by Mary Balus in Evaluation and Change magazine (Special Issue, 1980), which described the 24-hour emergency services of the Unit noted that "their clearly marked vans have aroused both interest and a rare positive response to law enforcement personnel in the high-crime, low-income areas of the city."

The Unit, which has given a high priority and "special care" to older crime victims from the start, saw the addition of a senior volunteer corps as an opportunity to offer outreach and counseling to a greater number of the nearly 4,000 older crime victims seen annually by the police. The Unit's director, Shelley Schoen, has met her goal for the first year by training 11 Senior

Victim Aides to provide these services. With each volunteer working two hours per week, they have been able to provide services to 173 senior citizens in a five-month period. In addition, they have secured clerical help for the volunteers through a Senior Aide who works four hours every day for the project. (For more information on this resource, see page 23 for a description of the Senior Community Service Employment Program funded by the Department of Labor.)

For more information on the program, contact:

Shelley Bauman Schoen, Director
Victim Advocate Unit
Police Department
1300 West Broward Boulevard
Ft. Lauderdale, Florida 33312
(305) 761-2143

VOLUNTEERS OF ALL AGES SERVING VICTIMS AND WITNESSES OF ALL AGES: THE VICTIM WITNESS ASSISTANCE CENTER: ONONDAGA COUNTY DISTRICT ATTORNEY'S OFFICE SYRACUSE, NEW YORK

Structure and Staffing of the Program

Serving victims and witnesses of crime has been a collaborative five-year effort by several different agencies in Syracuse, New York all of which are funded under the umbrella of the Victim-Witness Assistance Center (VWAC) sponsored by the District Attorney's office in Onondaga County. VWAC, which was supported from 1976 to 1979 by grants from the Law Enforcement Assistance Administration, is somewhat unusual among court-based programs because it is not only concerned with those victims and witnesses who become involved in the court system after an arrest has been made in their case. In addition to the comprehensive services which are supplied to this type of client, VWAC subcontracts with the Rape Crisis Center of Syracuse and with the Volunteer Center, Incorporated to provide emergency counseling and referral services to victims who might not otherwise find the help they require. This innovative cooperative approach to assuring that all ages and types of victims receive the services they need was recognized in 1979 by the National Association of Counties which presented Onondaga County with an award for excellence for the program. But perhaps a more important permanent indicator of VWAC's success is that the $115,000 annual budget for the program is now included as part of that county's operating budget.

The core staff of VWAC consists of three full-time paid staff--a coordinator, a law services coordinator (the Assistant District Attorney) and a secretary--and one part-time law clerk. Overall, VWAC provides services each month to about 350 victims or witnesses by mail and by telephone and about 400-450 clients are seen in person. For most of these services, VWAC relies heavily on volunteers, and has accomplished this through a subcontract to the volunteer clearinghouse, the Volunteer Center, Incorporated, which also administers the local Retired Senior

Volunteer Program (RSVP). The subcontract provides for two part-time paid volunteer coordinators who recruit, train, place, and supervise the 34 volunteer staff for the program, six of whom are over 60 years old. The subcontract to Volunteer Center also provides for a 24-hour-a-day, seven-day-a-week telephone information and referral service for victims in need of counseling or other social services.

Another subcontract from VWAC is with the Rape Crisis Center of Syracuse, Inc. It helps to support their crisis intervention services and hotline for rape and sexual abuse victims. The Rape Center, which does its own recruiting and training of its volunteers (not included in the numbers given above) uses older volunteers right alongside its younger ones as counselors and in public speaking engagements.

Program Services

About 2,500 - 3,000 persons come to the VWAC each year to file a complaint which can result in a formal criminal charge against an individual. Most of the younger volunteers at the center work as "complaint receptionists" or intake workers. Their duties are to assist victims in filing a criminal complaint, assess their needs and provide referrals where those are needed, give information on the court process, and notify victims of the status of their case. Other volunteers work as administrative aides or legal interns to assist in this process.

Four of the six older volunteers are not attached to these complaint centers but work at witness reception centers which have been set up to provide victims and witnesses whose cases are to be heard in court with safe and private waiting areas. Using senior volunteers as witness receptionists evolved naturally at the beginning of the program. All volunteers were given their choice of jobs, and most of the older volunteers chose the witness reception job to take advantage of the morning hours (most court cases are scheduled in the morning), to be in the company of other older volunteers, and to make contact with victims and witnesses in an atmosphere which is less pressured than in the

complaint center. The assignment involves greeting the victims and witnesses when they come to court, answering general questions about the process, verifying peoples' names and addresses for the witness fee, and providing whatever services they need in the courthouse or in the Grand Jury area.

One of the six older volunteers for VWAC has gained a national reputation because of his success as a mediator for complaints that can be handled outside of the court. Robert Taggart was a retired business executive who had been to law school and had worked previously as a volunteer arbitrator in small claims court. When Taggart applied to the RSVP for a challenging volunteer position, RSVP director Mary Smith thought immediately of VWAC. For some time, they had wanted to set up an experimental mediation/arbitration service to handle some of the complaints--like family and neighborhood disputes and vandalism--which were inappropriate for the courts. The match appeared to be perfect, and in October 1978, Mr. Taggart began as VWAC's Mediation Officer. As his case load skyrocketed, two part-time student interns were added to help him. In less than two years, they handled over 1,000 cases with a 90 percent success rate, earning Mr. Taggart the County Bar Association's 1980 Liberty Bell Award for "furthering understanding of the American system of justice under law."

Recruiting, Screening, and Training Volunteers

Recruiting for VWAC is conducted through the Volunteer Center, Incorporated and its RSVP affiliate. Maintaining the needed number of volunteers has not proven to be a problem for the Volunteer Center, since the turnover of volunteers has been very low, about 70-80 percent of the applicants for the job are suitable. In addition to the orientation provided by the Volunteer Center, VWAC conducts its own two-day volunteer training program two or three times a year. Using local speakers and resources, volunteers are trained about the criminal justice system, victim compensation and restitution, and what social and other community resources are available to victims. In addition, monthly in-service training sessions are held for volunteers.

Further information on this program can be obtained by contacting:

Elizabeth Morgan, Co-ordinator
Victim Witness Assistance Center
412 Montgomery Street - 12th Floor
Syracuse, New York 13202
Telephone: (315) 425-2470

Mary Smith, Director
Retired Senior Volunteer Program
103 East Water Street
Syracuse, New York 13202
Telephone: (315) 474-7011

Teresa M. Secreti, Outreach Supervisor
Rape Crisis Center of Syracuse
423 West Onondaga Street
Syracuse, New York 13202
Telephone: (315) 422-7273

Related Programs

Another program in the catalogue which has successfully used older volunteers (in this case younger volunteers too) in mediating disputes and complaints is the Suffolk County Community Mediation Center, described below.

Program which uses volunteers of all ages is the Senior Victim Assistance Team in Colorado Springs, Colorado.

A program which uses older volunteers with victims of all ages is the Juvenile Court Volunteer Project in Baltimore, Maryland.

OLD AND YOUNG VOLUNTEERS AS MEDIATORS: THE SUFFOLK COUNTY COMMUNITY MEDIATION CENTER CORAM, NEW YORK

In 1976, under a grant from LEAA, Suffolk County began an experimental program aimed at handling the large number of complaints and disputes which are not suitable for handling via the formal court process. That successful experiment, the Suffolk County Mediation Program, is now permanently funded by the county. Using the "labor relations model" of teams of two mediators who delve into the underlying causes of a dispute to reach a mutually acceptable resolution, the program handles domestic and neighborhood disputes and non-criminal complaints referred to it by the police, the district attorney, and judges.

The program relies heavily on volunteers, and has tried to recruit a complete cross section of the community to work as volunteer mediators, largely using the media and public presentations. Many of the people who serve as mediator-volunteers are senior citizens. Seniors have found the task so enjoyable that their word-of-mouth advertising led to an inundation of applications by their friends, so that the program now has more applicants than it can use.

The program has found that characteristics like age, background, or education are not good predictors of how good a mediator a volunteer applicant will be. Success depends more on the personality and skills of the volunteer, with the most important qualities being good communication skills, and the ability to emphathize and to be non-judgemental with disputants.

All prospective mediator-volunteers undergo a 42-hour training program which includes materials on all forms of communication--including body language and other forms of non-verbal communication, techniques for defusing conflict, active listening, and objectivity. Both role playing and videotaping of practice mediation sessions are used because criticism of an individual's style of communication is an important part of learning the new, sometimes foreign communication technique which

can make mediation successful. Videotapes have proven to be especially valuable because while criticism from others (especially persons 30 or 40 years one's junior) can be disturbing, with videotapes, most persons become their own worst critics.

While the training provides the volunteers with an alternative style of communication, it is often not until the volunteers are involved in actual hearings that they are able to learn from trial and error that it is best to discard customary ways of dealing with people in favor of the techniques learned in the training. To reinforce the training after every case, the mediating team meets with program staff to discuss the case and to critize themselves and their partner.

Once they overcome their initial reluctance to critize others and to accept criticism, older volunteers get a great deal of satisfaction from this assignment. The program has found that they are generally more stable volunteers and that their more extensive life and family experiences can be especially useful in mediating domestic disputes. A former program director said that he believed that the "grandparent" image which the older volunteer had in the eyes of younger disputants meant that sometimes they could "get away with things" that younger mediators couldn't and that they were especially effective as a result in those cases.

For further information on the program, contact:

Ernie Odom, Director
Suffolk County Community Mediation Center
356 Middle County Road
Coram, New York 11727
Telephone (516) 736-2626

Related Programs

Another program in this catalogue which provides mediation using a senior volunteer is the Victim/Witness Assistance Center in Syracuse, New York.

PEER COUNSELING FOR OLDER NEIGHBORS WHO ARE VICTIMS: TWO MODELS

(1) OPERATION SENIOR SECURITY PEORIA, ILLINOIS

To victim service practioners, Peoria is a well-known name, since it is the location of the Witness Information Service, which was named by LEAA as a national Exemplary Project, to be used as a model for other victim/witness court-based programs. Somewhat less well known, but equally vital to the well-being of older crime victims in Peoria, is the project "Operation Senior Security" which on an annual budget of only $9,000 in federal funds provides services to older victims in Peoria following the crime, most of whom would not receive any services because an arrest is never made in their case.

Operation Senior Security began under the sponsorship of a private non-profit organization called Senior Citizen Foundation, Incorporated. It received federal funds through the Illinois Law Enforcement Commission in 1977, 78, and 79. Presently, the project is sponsored by the Central Illinois Criminal Justice Commission and the Central Illinois Agency on Aging.

The staff of the program consists of one part-time paid coordinator, Virgil Boucher, who is himself a senior citizen, and 40 volunteers over the age of 60. There are two facets to the project. An "awareness" component consists of a crime prevention education program composed of sessions on ten different topics which are presented to groups of senior citizens. The "support component" consists of peer neighborhood counseling and other forms of assistance to victims over 60 years of age.

The volunteer victim counselors are recruited from senior citizen clubs and organizations and from industrial retiree clubs. A two-week pre-service training course for new recruits is given by the police and by the faculty from the Department of Counseling and Human Development Services at Bradley University. They instruct the older volunteers in active listening skills, the needs of victims, and developing empathy with victims.

Only Mr. Boucher works in the office; the volunteers work out of their homes, communicating with the coordinator by telephone, mail and in monthly staff meetings. The coordinator receives names of victims from the police each day. He screens them, assigns them to volunteers, and mails the victims a brochure and a letter with the name of the volunteer who will contact them. The volunteers then call their clients to make an appointment for a home visit. They provide whatever might be needed--security surveys, counseling, document replacement, and the like. When a case is completed, they file a written report with the coordinator.

The volunteers function more as "good listeners" than as victim counselors per se, since their experience is that crime victims usually need friends more than crisis assistance. To establish a trusting relationship with the victims, the volunteers give them their home telephone numbers to call in case help is needed at odd hours. Once trust has been established, referral services are offered--except in those emergency cases when a referral is required immediately. The volunteers are taught not to delve too deeply into a victim's affairs to uncover difficult problems, but instead to recognize their own limitations. When things appear beyond their ability to handle, they refer the victim to a community mental health or other counseling facility.

One of the problems encountered by this program is the fear which volunteers feel about venturing into high-crime areas, yet that is where many of the victims live. Teams of volunteers were tried, but then the program could not service all of the victims. Instead, the program now relies on teaching volunteers precautious crime prevention behavior, such as where to park their cars, what time of day to conduct their home visits, and taking along a relative or friend.

For more information on this program, contact:

Virgil S. Boucher, Coordinator
Operation Senior Security
202 N.E. Madison
Peoria, Illinios 61602
Telephone: (309) 672-6938
(309) 686-9390 - after 9/30/82

(2) ELDERLY VICTIM ASSISTANCE PROGRAM ACTION ALLIANCE OF SENIOR CITIZENS PHILADELPHIA, PENNSYLVANIA

Origin of the Program

The idea for a specialized program of victim assistance for older Philadelphians originated with District Attorney Edward Rendell. Although his office has operated for several years a comprehensive program for victims and witnesses, he became concerned about the number of older victims who failed to testify against suspects. A great number of these cases were not prosecuted or simply dropped.

Rendell, who believes that "successful prosecution is the only way we can begin to reduce crimes against the elderly," decided that senior victims should get some extra help and support. Since he was familiar with the network of 270 clubs of senior citizens which operates through the city under the umbrella of the Action Alliance of Senior Citizens, he approached its then-president Lillian Holliday with the idea of using senior volunteers from the clubs to provide help to their neighbors who had been victimized. Ms. Holliday was enthusiastic but recognized that funding would be needed to operate the program. With the assistance of Rendell and Judge Leon Katz, Action Alliance applied to and received funding for the Elderly Victim Assistance Program (EVAP) from five foundations: the Dolfinger-McMahon, William Penn, T.S. Harrison, the Philadelphia Foundations, and the Pew Memorial Trust. A coordinator for the program, Judith Wohl, was hired in late 1980. By the end of February, 1981, she had trained some 60 volunteers and the program was officially underway.

Program Organization and Services

Most older crime victims (some 95%) are referred to the programs from the District Attorney's office. The staff of the program, in addition to the full-time paid coordinator, consists of one professional and one half-time clerical worker. Five volunteers also serve as intake workers in the main office. As soon

as a referral is received, one of the program staff contacts the victim by telephone to determine what help they might need. Victims who are in need of aid are assigned to one of the 100 older volunteers who work out of their own neighborhoods. That volunteer is telephoned and given the name of the new client. He or she then telephones the victim to arrange for a home visit. The program maintains an active monthly caseload of some 500 victims.

The main object of a home visit is to provide support for the victim and to encourage him or her to testify against the accused in court. If volunteers believe that a victim requires further service, they alert the project staff who arrange for this help. Volunteers can also provide follow-up help at their own discretion. Following a home visit, volunteers mail a written report to the staff. Whether or not a home visit has been made, staff and office volunteers keep the victim informed of the status of their case and offer to provide accompaniment to the court. The main function of the senior volunteers, then, is to offer the friendship and support of someone from the victim's own background in the difficult and confusing period when the criminal case is being processed in the courts.

Recruiting, Screening, and Training

Recruiting for volunteers has been mainly done through the network of 270 clubs affiliated with the Action Alliance, and through RSVP and the media. Because many Action Alliance clubs are in low-income neighborhoods, many of the older voluntees are also minorities and low-income. Attracting these volunteers has not been dificult, since, according to Ms. Wohl, "the poorer the neighborhoods are, the more volunteers we get because the elderly crime problem is most real in these poor neighborhoods."

To accommodate those seniors who have difficulty with transportation, pre-service training is kept to two days in length. It includes information on peer counseling, empathy, the stages of crisis following a victimization and how to use "active listening." Role plays are used to test the trainees's development of these skills. In addition, a representative of the District

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Attorney's office provides an orientation to the criminal justice system. Anyone who is interested in volunteering is invited to attend the training sessions. Screening takes place after the training, and only those volunteers who are best suited for the peer counseling are selected to provide the services in their neighborhoods. In-service training consists of a monthly "support group" meeting held to address common concerns and problems of the volunteers. The training has proved to be very popular with the volunteers, who fill the program's office space at the downtown District Attorney's office to overflowing.

The Elderly Victim Assistance Program is an interesting model of a cooperative effort between a politically-active, independently funded senior citizen organization and a major city prosecutor's office. This cooperation works to the advantage of both groups: by easing the hardships faced by older witnesses; and by improving witness cooperation with the prosecution of the case.

For further information on the program contact:

Judith Wohl, Coordinator
Elderly Victim Assistance Program
Action Alliance of Senior Citizens
401 North Broad Street
Philadelphia, Pennsylvania 19108
Telephone: (215) 574-0404

ELDERLY ANTI-CRIME SERVICES THROUGH AN AGENCY ON AGING: SAFETY AND SECURITY UNIT; YONKERS OFFICE FOR THE AGING YONKERS, NEW YORK

Program Origin

The City of Yonkers, located within Westchester County about ten miles north of mid-Manhattan, is considered by some to be one of the affluent bedroom communities to which New Yorkers commute daily to escape the many big-city problems like pollution and crime. But Yonkers is no longer a small suburban community; as the fourth largest city in New York State, it has a wide range of big-city problems of its own. One of these problems is its large population of older persons, who make up about 20 per cent of Yonkers total population, but who constitute almost 30 per cent of Yonkers residents whose incomes are below the official poverty level.

To deal with the problems of this large older poor population, Yonkers established a city Office for the Aging (OFA) in 1974, whose goal was "the development of a supportive environment for Yonkers' older residents in which they can function in good health and dignity within the mainstream of community life." It soon became clear that one of the problems which OFA had to address was criminal victimization of the elderly. This need first became apparent when a volunteer Operation Identification program began in 1977 brought an overwhelming response from the older adult community.

As a result, a Safety and Security Unit was set up in OFA, and funding at $28,000 per year was secured from LEAA and the City of Yonkers. Despite this small budget, the Safety and Security Unit managed to provide a comprehensive range of crime prevention and victim assistance services to Yonkers'older residents, in great part because it has been successful in involving both the police department and a growing number of older volunteers in the services they provide. This year, the unit is

operating on a $55,000 grant from the New York State Crime Compensation Board. Their work recently received national recognition when OFA director Sally Robinson was invited to testify before the Senate Special Committee on Aging. Typical of the program, Ms. Robinson was accompanied and assisted by one of the unit's volunteers--an 83-year-old-former-crime-victim-turned counselor, who urged the committee to support more programs like theirs.

Program Organization and Services

The Safety and Security Unit consists of three components: public education; direct services (Operation Identification, security surveys, lock installation, Postal Alert, and the Vial of Life); and victim/witness assistance. The program is staffed by one full-time paid director, Debby Matystik, two half-time program assistants, one full-time social worker, a part-time typist, and a part-time receptionist funded through the Senior Community Service Employment Program (SCSEP). In addition, four other SCSEP-funded workers provide crime prevention and victim assistance services in a local crime-plagued housing complex. The unit is also able to borrow the services of a police officer, on an as-needed basis, especially for crime prevention lectures to local groups.

The unit's older volunteers are called its "CARE Team." (The acronym CARE stands for Community Advocacy Resources for the Elderly.) The CARE Team grew out of a series of meetings between project director Debby Matystik and six older crime victims which were held to discuss constructive ways in which the seniors could deal with the aftereffects of their victimizations. These six volunteers formed the core of what is now some 50 CARE Team members, about half of whom are active volunteers with the program. One third of these are former crime victims.

The initial meetings of the six CARE Team members resulted in the formation of a court monitoring group to try to have an impact on court cases which involved senior citizens as victims. With the help of the District Attorney's Office and the Municipal Court Judges, the volunteers were trained in the criminal justice

process and began to monitor the courts regularly and report back on their observations. From this beginning, the volunteers' services were expanded to making contact with older victims immediately after a crime to provide peer support and to "bring them out of their fear and back into the mainstream of life."

The referral system for older crime victims allows the unit usually to contact an older victim within one day of his or her victimization. Copies of the police reports on cases involving older crime victims are forwarded to the unit from the Yonkers Police Department. Project staff and volunteers then contact the victims by telephone to ask if they need any help and if someone from the unit can make a home visit. Callers follow a 13-point primer reminding them among other things "to be patient if the client sounds skeptical or angry" and to "explain that you were trained." A follow-up letter is also mailed. For victims who initially refuse help, one or two follow-up calls are made.

As a result, almost all of the victims finally agree to a home visit. In an average month, about 100 new clients are serviced by project staff and volunteers on the telephone, by mail, and in home visits. In addition, several hundred follow-up calls are made to former victims. Initial home visits are performed by the social worker who talks to the victim and offers the unit's escort services and registration in the crime prevention program. She inquires into the victim's desire for further assistance from a volunteer. If the response is in the affirmative, the social worker and volunteer make a second visit to conduct with the victim an assessment of his or her needs. Following the visit, the social worker and volunteer divide up the tasks which are needed for the follow-up.

Another important service of the staff and volunteers has been the delivery of a police in-service training program to sensitize them to the needs of the older victim and make them aware of the services available through the OFA. A two-hour training session was initially provided in late 1980 to almost 400 Yonkers police officers in groups of from 10 to 30 officers. The Department videotaped the training and condensed it into a

45-minute session which is now used for all new recruits. This police training was requested by the department and is only one example of a truly remarkable working relationship between the two agencies. In addition to the officer assigned part time to the project, the police have donated a car for the use of the project and have requested that the unit expand its services so that they are available as on-scene back up crisis assistance for victims on a 24-hour basis. Plans are also underway for the unit to train police dispatchers and others in the police communications unit on how to respond to older persons who call the police with a non-criminal emergency. Once the training is complete, police will refer these callers to the OFA which will contact them the next day.

Several other exciting types of training programs are in the planning stages as well. The unit will begin to send its seniors into the schools to educate students on the crime problem and techniques of crime prevention and victim assistance. They are also planning to expand the concept of their Postal Alert program by conducting workshops for postal workers on how to deal with the problems of older persons in their neighborhoods, including criminal victimization. As with the police, they intend to make postal workers aware of the types of services that are available to older persons and how to refer them to these services.

Another new service offered by the CARE Team is "Victims Coffee Hours" held once a month for older crime victims and their families. At these sessions, victims are given an opportunity to talk about their experience, and a representative of the community mental health center describes common reactions to the crisis of victimization. The idea is that this session should prove therapeutic to those who attend, and that those who would like follow-up counseling can be identified and serviced.

Recruiting, Screening, and Training

Apparently because of the high visibility maintained by the Safety and Security Unit in the community through its crime prevention activities, and the large number of contacts made with seniors who have been victimized, the unit has had no difficulty

in finding applicants to become members of the CARE Team. Many of the active volunteers are former victims. Volunteering with the CARE Team is attractive to seniors, according to Sally Robinson, director of the OFA, because it gives them "a feeling of control over their lives. They feel they understand what the process is," she said, "and feel they can be of help to someone else who has been victimized." Volunteer applicants are also found through the police department and the volunteer office of OFA.

Unlike a number of other programs which use older volunteers to provide emergency assistance to older victims, the unit does not screen volunteer applicants heavily: about 80 per cent of the applicants are used as CARE support counselors. In practice, however, volunteers received assignments from project staff according to their greatest strengths, so that where counseling is not a volunteer's natural inclination, he or she is given other work, such as public speaking or transporting victims or volunteers. (One husband and wife team operates with the husband as the driver and the wife as the support counselor.)

Training for the counselors is intensive, and following training their telephone contacts with recent victims are closely monitored. Volunteers receive as many as 40 hours of pre-service training and attend on-going training sessions once or twice a month. In fact, the extensive amount of training is used in recruiting as one of the main benefits to be gained from becoming a CARE Team member. Training is provided on the criminal justice process, advocacy techniques, entitlements for older persons, the legal rights of victims, crime prevention education, and emergency counseling techniques. The police cooperates heavily in this training, as does the Westchester Legal Services Training.

Operating on a tight budget and with the full support of both the Office for the Aging and the police department, Yonkers' Safety and Security Unit appears to be accomplishing what many skeptics would say is not possible. For more information on the project, contact:

Deborah Matystik, Director
Safety and Security Unit
Yonkers Office for the Aging
21 Alexander Street
Yonkers, New York 10701

Related Programs

Another program in this catalogue which is sponsored by a local office on aging and which conducts court monitoring is the Court Watch Program in Milwaukee.

A program which uses group counseling techniques to aid older crime victims is the Elderly Crime Victim Assistance Program in Jamaica, New York, described below.

ANTI-CRIME SERVICES THROUGH A COMMUNITY-BASED SENIOR CITIZEN CENTER: THE ELDERLY CRIME VICTIMS ASSISTANCE PROGRAM ; JAMAICA SERVICE PROGRAM FOR OLDER ADULTS JAMAICA, NEW YORK

Origin of the Program

For the nearly 100,000 older persons who live in southeast Jamaica in the New York City borough of Queens, the Jamaica Service Program for Older Adults (JSPOA), an independent, non-profit agency, is a lifeline to important services, like low-cost housing, health care, in-home services, and transportation. In 1976, in response to a clear need to improve safety for its clients, JSPOA set up a Coalition for Senior Citizen Safety. The community anti-crime activities set up and operated by members of this coalition received a real boost, when in 1978 JSPOA received a $238,000 grant from LEAA to operate a comprehensive community anti-crime program. This grant, which was supplemented by support from the Community Service Society, the Fund for the City of New York, and the Ford and Burden Foundations, allowed JSPOA not only to expand its activities in crime prevention, like youth patrols, escort services and education, but also to begin providing emergency services to older crime victims through the Elderly Crime Victims Assistance Program (ECVAP). Currently, ECVAP is funded for one year at $58,000 from the New York Crime Victim Compensation Board.

The need for ECVAP's services was immediately obvious. Working with four police precints in and around Jamaica, ECVAP provided direct services to over 1200 victims over the age of 60 in its first sixteen months of operations. To police officers in the four precincts, the project is a god-send, providing one central location to which all older victims can be referred for help with the problems resulting from a victimization. As such, it was one of the first and a kind of model for the one-number referral system for older victims which was subsequently set up in each New York City police precinct by the Department for the Aging through the Victim Services Agency.

Program Organization and Services

ECVAP is similar to other emergency programs for older victims, in that it is geared to provide the help that is needed immediately after a crime--overnight shelter, replacement of broken locks, transportation, temporary homemaker services, and the like. Clients with needs for the other long-term services, (who are common, since one-third of older persons in Jamaica are officially classified as poor) are referred to JSPOA or to other social service agencies. One important difference, though, is that ECVAP is especially concerned about those older victims who become so fearful following a crime that they have difficulty in resuming a normal life. For these, ECVAP offers the opportunity to participate in group counseling sessions with the staff and volunteer case aides.

The paid staff of ECVAP consist of a director, Fran Seward, a social worker, a case aide, and an administrative assistant. In addition, 10 to 16 older volunteers are used as case aides, to assist staff in providing direct services to victims, and to function as co-facilitators with the staff in the group therapy sessions for victims. These volunteers also conduct safety education programs for senior citizens. Most of these volunteer counselors have been former victims themselves, and the help they are able to give new victims comes not only from the training they have received, but from the common bond with the victim which their age and prior victimization provides.

The names of all victims over 60 years of age are called into ECVAP, and most are received within one or two days or when the complaint is filed with the police. In a typical month, ECVAP received about 350 referrals, and contacts each of these by mail to inform them of the project's services. Those victims who respond to the mailing are offered help with their needs, including the opportunity to join a peer counseling group. About 125 clients are served each month by the telephone and about 35 are seen face-to-face.

Group counseling consists of a closed group of eight to ten victims who meet once a week for eight weeks to talk about their victimization with the director (a trained social worker), and

one or more older volunteers. Each session of the eight is divided into three phases. In the first, the senior victims describe their victimization and their feelings about it to the group. In the second phase, the seniors select a partner with whom they can share problems, and hopefully form the beginnings of a friendship. The third phase, for planning and socialization, lets the whole group socialize and plan special projects, such as a garden which one group planted on the grounds of the VA hospital.

ECVAP is now in the process of planning an expansion and decentralization of its operations by placing its most expert counselors in six senior centers affiliated with JSPOA. The volunteers were carefully screened by the psychologist who functions as their trainer. Each one will be assigned to work with the social worker based in the senior center. The full range of services will then be offered to seniors in the neighborhood where the center is located: emergency counseling following the victimization; and peer group counseling for those who might benefit from it.

Recruiting, Screening, and Training

ECVAP works closely with the RSVP program which is also located in JSPOA to recruit older volunteers as case aides in its program. In addition, older victims serviced by the program are recruited to work as case aides. Only a few of these volunteers are selected to work as co-facilitators in the therapy sessions, and these are carefully screened by Ms. Seward, who is always on the lookout for seniors with an aptitude for counseling (preferably with some education), who can be trained to work with the groups. Ms. Seward estimates that she selects only about ten percent of the volunteer applicants to work with the project, and only about two per cent for work as victim counselors. Because of the importance placed on the ability to emphathize with victims, all of the victim counselors are former victims themselves. Volunteers who do not work in the therapy groups are used in escort service, mediation, providing information and referrals to victims, conducting public relations lectures, and clerical assignments. While the number of volunteer applicants to ECVAP

was low at first, the positive reaction among trained volunteers to the work they are doing has caused a kind of "chain reaction" among older persons in contact with JSPOA. As a result, plans are underway to train a whole new cadre of volunteers so that services can be expanded.

Depending on what kind of assignment they receive, most older volunteers receive about 40 hours of pre-service training, including information on social and criminal justice services, orientation to their jobs, and the how-tos of counseling. They also attend a weekly in-service training session. The volunteer peer counselors receive training from a psychologist on effective counseling techniques, including the ability to listen to people on various levels and to pay attention to their body language and other means of communication. The result of this careful screening and training is a corps of strong-willed, empathetic, sensitive, and compassionate volunteer lay counselors.

ECVAP has produced a videotape which describes their program and shows a peer counseling therapy group in action. For more information contact:

Fran Seward, Director
Elderly Crime Victims Assistance Program
Jamaica Service Program for Older Adults, Inc.
163-18 Jamaica Avenue
Jamaica, New York 11433
Telephone: (212) 657-6500

Related Programs

Peer counseling in groups is also offered by the Senior Safety and Security Unit in Yonkers.

LOOKING AFTER SENIORS IN THE COURTS: COURT WATCH MILWAUKEE COUNTY OFFICE ON AGING MILWAUKEE, WISCONSIN

Origin of the Program

For a crime victim or witness, an encounter with the criminal justice system can be a confusing, intimidating and frustrating experience. These difficulties are magnified for the older adult crime victim because of the generally increased vulnerability that often accompanies victimization.

The COURT WATCH program was established in May, 1980, as a result of County Executive William F. O'Donnell's concern as to how older adult crime victims and witnesses were being treated in Milwaukee County's judicial sytem. He sought to develop a program that would identify and reduce the problems encountered by older adults as a result of their involvement in the criminal justice process in Milwaukee County.

Mr. O'Donnell also believed that a program that was to be targeted toward older adults should involve significant input by their peers in both program development and service delivery. Thus the program was to be designed to include maximum utilization of the skills, expertise and involvement of older adult volunteers.

As a result, he directed the Milwaukee County Office on Aging, which is the designated area agency on aging for this metropolitan area, to establish a program that would utilize peer representatives to observe and monitor all criminal cases involving older adults as well as provide the supportive services necessary to facilitate their full participation in the process.

The Office on Aging applied for and was awarded a grant of $20,000 a year from the LEAA State Planning Agency in the spring of 1980 and COURT WATCH was established shortly thereafter. Currently, the program is funded through a Title IIIB grant.

Program Organization and Services

The COURT WATCH program has three major functions. First, the trained volunteer court monitors observe and document the results of felony case proceedings involving older adults. The monitors are present in court for all proceedings requiring the presence of an older adult victim or witness as well as all sentencing proceedings. They are clearly identified to victims, judges, prosecutors, and court personnel by a special badge they wear while in court.

Cases are monitored through the disposition and results reported to municipal, judicial and law enforcement authorities, as well as the victim involved. The program has monitored over 350 felony cases in 1981 involving 430 older adult victims and witnesses.

The monitoring component has been a key factor in identifying problem areas within the system and promoting changes. It is also important to the advocacy function in that it increases the awareness of system participants to the special needs and concerns of older adults. For example, monitors consistently reported intimidating and adverse conditions in the area of the preliminary hearing courtroom where most citizen witnesses are subpoenaed.

Documentation of these conditions and witness reactions has led to the recent development of a witness waiting room that is removed from the courtroom area and allows witnesses to wait in secure, comfortable conditions, free from intimidation. The room is staffed by COURT WATCH volunteers and has had a significant impact on the treatment of all witnesses in recent months, especially older adults.

The second function of COURT WATCH is to provide necessary supportive services to enable older adults to participate fully in the criminal justice process. In addition to staffing the waiting room, volunteers provide support and reassurance in court, transportation and escort, information about the court

process, counseling, ongoing case information and advocacy services. Referrals to other community resources are provided when appropriate.

Victims are contacted prior to a court appearance to assess service needs. They are informed of the bail status of the defendant and provided with support and reassurance in addition to practical assistance. For some victims, these services are critical to their involvement in the system and to the restoration of their well-being. Assessing full service needs at the time of initial contact and coordinating appropriate services often prevents lasting effects of a victimization and further deterioration.

The third function of COURT WATCH is to provide older adults in the community with a better understanding of the workings of the criminal justice system and the rights and responsibilities of victims and witnesses. This is accomplished through presentations and discussions with groups of older adults and agencies serving the older population.

The program is administered by the United Way's Information Service for the Aging but is based in the courthouse with the Victim/Witness Services Unit, which provides services to all younger clients not serviced by COURT WATCH. The staff consists of one full-time salaried coordinator, Judy Wick, who supervises a corps of 15 senior volunteers. Because of the erratic nature of the court schedule, three of the volunteers receive their assignments from the coordinator on an on-call basis. The other volunteers who operate on a fixed schedule provide whatever services are needed on the day they work, and if the court schedule is light, they make follow-up contacts with former clients. Every volunteer reports to the coordinator at the end of his or her shift about the clients which were served that day, indicating whether there is a need for follow-up which should be handled by others.

Recruiting, Screening, and Training Volunteers

COURT WATCH has, on its own merits, attracted some very well-qualified volunteers, with an unusually high proportion of

older men, including several retired executives and a retired lawyer. Many of the volunteers were attracted through a column on volunteering in the daily paper. The article described COURT WATCH in some detail, as well as the qualifications needed in the volunteers. Those responding were especially attracted to the diversity offered by the assignment, and to the idea of working in the area of criminal justice.

The applicants are screened by an interview with the coordinator, and those who are not selected (about half) are referred to other programs like RSVP. The personal qualities which are sought are sound judgement skills, flexibility, individual initiative, and the ability to relate to individuals from a variety of backgrounds.

Applicants who are accepted as volunteers receive 15 to 20 hours of pre-service training over a two week period. The training is conducted in small groups of four or five and uses a maximum amount of student participation and interaction. It includes basic information on a number of topics: the criminal justice system, the court process, types of crimes, legal procedures, the effects of victimization, listening skills, and available resources for crime victims. The training also includes time to observe court proceedings. In addition to the pre-service training, in-service training is held.

With less than two years experience behind it, the Court Watch program is still evolving and testing itself in an effort to deal with the problems which older persons encounter following victimization. It has already demonstrated the feasibility of using older volunteers in a court setting, and might be of assistance to others who are interested in Court Watch or court-based services for victims and witnesses. For further information, contact:

Judy Wick, Coordinator
COURT WATCH Program
821 West State Street
Milwaukee, Wisconsin 53233
Telephone: (414) 278-4677

Related Programs

Another Court Watch Program operated by volunteers is part of the Senior Safety and Security Unit in Yonkers which is also sponsored by an office on aging.

Other programs in this catalogue offering services to victims and witnesses during the court process are the Victim/Witness Assistance Program in Syracuse; the Juvenile Court Volunteer Project in Baltimore; and the Elderly Victim Assistance Program in Philadelphia.

BRINGING ORDER OUT OF CHAOS
IN A BUSY URBAN COURT:
THE JUVENILE COURT VOLUNTEER PROJECT;
RETIRED SENIOR VOLUNTEER PROGRAM
BALTIMORE, MARYLAND

Origin of the Program

As part of a routine search in 1978 for sites for its volunteers, a representative of the Retired Senior Volunteer Progam (RSVP) in Baltimore asked the deputy administrator for the city's juvenile court, William Howard, if he could use any volunteers. He immediately thought of the court's chaotic waiting room, and of his administrative offices which were constantly clogged with persons needing information. This juvenile court processes between 12,000 and 13, 000 cases a year, and each day there are between 60-75 persons, including witnesses, social workers, attorneys, and defendants and their families, in the court waiting room pending hearings. At that time, the only information available to them was the printed, often undecipherable docket sheets posted on the waiting room walls. And although all parties are called for either 9:00 a.m. or 1:00 p.m., their cases can be called anytime during that morning or afternoon, resulting in waits of from one to six hours prior to actual court hearing. The idea was to use volunteers in the waiting room to provide information on court procedures, answer client questions and offer some reassurance to those waiting to counteract possible tensions.

Looking back on the situation prior to the RSVP volunteers, Mr. Howard says that there was very little risk in backing such a program since, in his judgement "anything would help." The juvenile court's positive response to RSVP, coupled with ACTION's emphasis at that time on juvenile services, resulted in a $6,000 demonstration grant from ACTION to the Baltimore RSVP to start the Juvenile Court Volunteer Project. Since it began operations in November 1978, there has been little disagreement that the project has not merely "helped." It has transformed the atmosphere in the waiting room by cutting down on the confusion,

noise and general disruption there, as well as reducing traffic considerably in the administrative offices. The project has become so essential to court operations, that, according to RSVP director Barbara Briscoe, "we could not pull out now even if we wanted to."

Program Organization and Services

There are currently 18 RSVP volunteers in the Juvenile Court Project. Ten of these are the "core" volunteers who have regular assignments (two each morning and afternoon) and the remaining volunteers are used for backup. One of the RSVP staff functions as the volunteer coordinator, and accident and liability insurance coverage, as well as reimbursement for transportation are supplied through RSVP. The volunteers, however, are technically under the supervision of the Office of the Court Administrator, which is responsible for training and keeping track of the volunteers' time. The volunteers are treated as regular court employees and have court identification cards which give them free access throughout the building.

Volunteers usually work in pairs for mutual support, and a newer volunteer is paired with a more experienced one. They are stationed at a reception desk in the waiting room and are equipped with docket sheets for the court schedule which list room number, judges' names, and defendants' names. The volunteers register the names of persons who arrive in the waiting room, check the court docket to make sure that their case is listed, tell them where they will be going, answer any questions about court procedures, and then ask them to wait until they are called. If the wait becomes long, the volunteer can find the reason for the delay. If the client has to leave the room, he won't be missed if his name is called. Because the volunteers have a record of all people in the waiting room, prosecutors or defense lawyers looking for individuals check with them first.

Whatever initial resistance to the volunteers there was among paid court staff disappeared quickly as staff recognized the important difference the "motherly presence" of the volunteers (only two are males) made in reducing tensions in the

waiting room and in cutting the flow of traffic from the waiting room into the court's administrative offices. The volunteers, for their part, say that the assignment makes them feel "like a missionary" and that it is especially satisfying "to know that you're needed." Thus, despite the rapid pace and tension of the job and the lack of the usual amenities (there is no coffee, for example) a solid core of volunteers has stayed connected to the project since its inception.

Recruiting, Screening, and Training Volunteers

RSVP recruiting for volunteers for the project is done using their usual methods--through nutrition sites for the elderly and using other volunteers, for example. Experience has shown that the background and education of the volunteer is less important than his or her personality. Of greatest importance is the ability to be opne-minded and accepting, to be able to identify with and handle teenagers, and to be willing to help. Volunteers who began and have stayed with the program include a retired teacher and government employee, as well as several volunteers with less education; both types have been very effective in this job.

RSVP found that a formal screening process was not needed to weed out inappropriate volunteers, and that a satisfactory self-screening process occurred during the first month. After an initial interview with the RSVP director, applicants are given a "look and see tour" of the court where they can observe the project in operation. For those who decide to try out the assignment, it usually takes about a month to make a judgement about whether they will make a commitment to stay on. If they pass that initial phase, they usually stay on the project indefinitely.

The first volunteers with the project received intense training by staff of the juvenile court. Since that time, new volunteers have received one-on-one training, which includes a tour of the courthouse, and interviews with the court administrator and the public defender.

The Juvenile Court Volunteer Project is an example of a "non-traditional" assignment for senior volunteers which provides an opportunity for learning and challenge without being extremely difficult to set up and operate. The evidence indicates that it has provided real benefits for the juvenile court, the clients who come in contact with it, and for the volunteers themselves. It was selected in 1979 as one of ten winners in the Maryland Volunteer Activist Awards program because of the "outstanding and innovative community service" rendered by its volunteers.

For more information contact:

Barbara Briscoe, Director
Retired Senior Volunteer Program
620 North Caroline Street
Baltimore, Maryland 21205
Telephone: (301) 396-8146

Related Programs

Another RSVP-initiated program in Las Vegas, Nevada is described below.

The Victim/Witness Assistance Program in Syracuse also uses senior volunteers in a witness reception area.

RSVP COUNTERS CRIME'S IMPACT
ON LAS VEGAS SENIORS:
CRIME PREVENTION/VICTIM ASSISTANCE
PROGRAM FOR THE ELDERLY;
RETIRED SENIOR VOLUNTEER PROGRAM
LAS VEGAS, NEVADA

Since May 1978 when RSVP received an LEAA grant to operate a volunteer based community anti-crime program for senior citizens, Las Vegas RSVP volunteers have worked in a number of ways to contribute to the safety and peace of mind of their friends and neighbors, to make life "less of a gamble" in a city which boasts one of the highest crime rates in the country. Using two paid part-time staff and some ten volunteers, RSVP began by providing a number of crime prevention services, ranging from crime prevention education for seniors, to an Early Alert Program using mail carriers, and security checks accompanied by lock installations in the homes of older persons vulnerable to burglary.

Through this crime prevention work, RSVP learned that most elderly victims of crime were being neglected. For example, in a typical month about 160 older residents of Las Vegas were being victimized, and less than 20 per cent of these were eligible for any help from a program in the district attorney's office because a suspect was never caught in their case. And so the project began victim assistance program for older adults, staffed by one part-time paid victim counselor with back-up assistance from 20 senior volunteers. When the federal grant supporting the paid staff ran out, the project was continued nonetheless, using RSVP staff for volunteer coordination and ten senior volunteers to carry out the work.

The victim assistance program tries to help all older victims who report crime to the police or who personally contact the program. It receives copies of police reports on older victims and sends a form letter and a brochure to all local residents, asking them to call. Occasionally, the calls lead to visits at the victims' homes where there is a serious need of counseling or

other personal help. However, most of the project work is done by telephone, tying victims into the social service network and helping them to replace lost documents or checks, obtain food or clothing, and secure medical or legal services.

At the end of each month, the RSVP staff reviews the information from the police reports on all crime against seniors--time of day, money involved, and type of crime. By doing this, they can discern trends in victimization and include this information in their crime prevention education sessions.

For more information on this program contact:

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Related Programs

A great many programs in this catalogue rely on RSVP as one means of recruiting their volunteers. Two other projects which RSVP is also involved in administering are the Juvenile Court Volunteer Project in Baltimore and the Victim/Witness Assistance Center in Syracuse.

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SAMPLE JOB DESCRIPTION: VOLUNTEER COORDINATOR

The Senior Victim Assistance Program in Colorado Springs divides its job of Volunteer Coordinator into two separate positions, as described below:

(1) TITLE: Case Coordinator & Field Training Supervisor, Senior Victim Assistance Team.

OBJECTIVE: Responsible for the coordination of manpower and assignments. Oversees the field training of new volunteers.

MAJOR RESPONSIBILITIES:

Case Coordinator:

1. Assigns cases to volunteers for initial contact and follow-up. Prepares monthly schedules.
2. Guides volunteers in the identification of victims' needs and the community resources available to meet those needs.
3. Acts as the SVAT liaison to police staff, i.e., Shift Commanders, Communications Center.
4. Coordinates public speaking assignments.

Training:

5. Plans, organizes and conducts in-service training meetings.
6. Appoints and trains training committee. (preceptors)
7. Plans, coordinates and assigns preceptorship training.
8. Assists the Director, Volunteer Services in training police personnel on the function of SVAT.

Qualifications:

1. Previous experience in working with volunteers.
2. Working knowledge of social service network.
3. Skilled in clarifying issues and hearing and answering questions perceptively.
4. Conveys enthusiasm and communicates effectively.
5. Ability to design, plan and coordinate educational programs.

Reports to: Director, Colorado Springs Police Department Volunteer Services

Commitment: One year. (May serve consecutive terms.)

(Continued)

(2) TITLE: Business Manager, Senior Victim Assistance Team (SVAT)

OBJECTIVE: Responsible for all SVAT business and office management and community affairs.

MAJOR RESPONSIBILITIES:

Office:

1. Supervises office operations:
   a. Fosters an efficient work atmosphere for team members
   b. Inventories and orders office supplies.
   c. Prepares printed materials, i.e., forms, stationery
2. Assess, process, and resolve office procedures and problems.
3. Organizes and maintains SVAT records:
   a. ledger book
   b. files
   c. hour reports
4. Prepares monthly and annual statistical report for director and team members.
5. Develops a community resource file indexed by organization.
6. Monitors active files with monthly updates through case termination.
7. Classifies and tabulates active cases by type.
8. Order and distribute information and materials to SVAT members, i.e., business cards, referral books, SENIOR BEACON
9. Assists director, Volunteer Services as needed.

Community:

10. Expand community contacts by representing the Police Department and Senior Victim Assistance Team at:

    Area Agency on Aging
    Council of Senior Organization's
    District Attorney's Office

    and other relevant agencies and organizations.

Qualifications:

1. Previous business or administrative experience.
2. Skills in organizing, filing and bookkeeping.
3. Ability to work with numbers and perform detailed tasks.
4. A minimum of one year experience on the SVAT Team.
5. Enjoys working with team members as well as the community.

Reports to: Director, Colorado Springs Police Department Volunteer Services

Length of Commitment: One year. (May serve consecutive terms.)

APPENDIX III

GUIDE FOR DEVELOPING A VOLUNTEER JOB DESCRIPTION
FROM THE
VICTIM/WITNESS ASSISTANCE PROGRAM, GREENVILLE, SC

VOLUNTEER JOB TITLE: Give this as much prestige as possible. This will be the volunteer's identification.

MAJOR OBJECTIVES: A short, concise statement reflecting the ultimate goal to be performed.

MAJOR RESPONSIBILITIES: These are often more effective when enumerated. As specifically as possible, list each duty and responsibility of the job.

QUALIFICATIONS: Include all things necessary for the effective performance of duties, listing physical requirements and human qualities desired. Be careful not to overqualify the position; you might lose some excellent volunteers due to stringent educational requirements. Specifics such as a car, proper insurance, uniforms, if needed, should be duly noted.

TRAINING PROVIDED: This includes the nature, specific content, and approximate hours for orientation and training, identifying persons who will conduct the training.

TIME/PLACE/NUMBER: This should include the exact duty hours, which days of the week, the place where the volunteer is to perform their services, the number of volunteers needed, and the desired starting date for the service. Be specific.

COMMITMENT: The minimum number of months you need from the volunteer based on your investment in training and supervision becomes the length of commitment for the volunteer. A maximum time commitment must also be specificed for the volunteer.

ON-THE-JOB SUPERVISION: Name of supervisor or the position of that supervisor. In most cases this will be the staff person with direct responsibility for the service. Include schedule of supervisory sessions.

SUMMARY RATING SCHEME FOR INTERVIEWS WITH POTENTIAL VOLUNTEERS

(Adapted from Interview Findings Form, developed by Jay Otis, Case Western Reserve University. Reprinted from Margaret E. Hartford, "The Use of Interview Skills in Older Volunteer Programs," Mini-Texts, Washington, D.C.: ACTION, Older Americans Volunteer Program, 1973.)

1. Degree of rapport or confidence gained

_____ a. At completion of interview, I felt I did not know the interviewee any better than at the beginning.
_____ b. Gradually obtained rapport. Started out poorly, but got better acquainted as interview progressed.
_____ c. Conversation started out as though we had known each other for years and remained at that level.
_____ d. Had good rapport at one time, but it deteriorated.
_____ e. _____
(Comment)

2. Relevancy of replies to questions

_____ a. Understood each question and gave a reply directly to the point.
_____ b. Gave mostly relevant answers, but occasionally gave an irrelevant answer.
_____ c. Understood simple questions and replied directly. Failed to grasp more complex questions.
_____ d. Usually missed the point of the question; at least, usually gave an irrelevant reply.
_____ e. _____
(Comment)

3. Fullness of response

_____ a. Quite uncommunicative; whenever possible answered questions with a "yes", "no", or "uh-huh".
_____ b. Mostly "yes" or "no" responses, but occasionally would discuss a topic at length.
_____ c. Gave an adequate reply to most all questions.
_____ d. Talked endlessly at every opportunity. It was necessary to interrupt him to change the topic.
_____ e. _____
(Comment)

4. Degree to which applicant tried to control topics covered in the interview

_____ a. Attempted to give information of his own choice, rather than answer questions of interviewer.
_____ b. Changed meaning of questions by rephrasing them before answering.
_____ c. Answered questions asked by interviewer and gave additional unsolicited information on other topics.
_____ d. Limited answers to questions asked by interviewer.
_____ e. _____
(Comment)

5. Spontaneous versus thoughtful in responses to questions

_____ a. Completely candid; gave asnwers with no hesitation.
_____ b. Normal mode of reply was candid, but occasionally gave impression of a carefully-thought-out, rather than an impulsive reply.
_____ c. Weighed each question carefully before replying.
_____ d. Paused before answering questions, but appeared to be searching for words rather than weighing effect of his answers.
_____ e. _____
(Comment)

6. Consistency, or internal agreement of answers

_____ a. At completion of the interview, I felt I had a clear idea of his background.
_____ b. His story made sense with a few exceptions.
_____ c. Many discrepancies in his story. Cannot be sure what to believe.
_____ d. His answers were consistent as far as they went, but full information was not obtained.
_____ e. _____
(Comment)

7. Conviction with which he gave answers

_____ a. His answers were more like questions than statements. He did not sound convincing or sure of himself.
_____ b. Degree of conviction apparently varied with his knowledge of subject under discussion.
_____ c. Very dogmatic and opinionated. An air of finality in all his statements.
_____ d. Convincing without being dogmatic.
_____ e. _____
(Comment)

8. Suggestibility

_____ a. Tended to reply uncritically. It would be easy to put words in his mouth.
_____ b. Suggestible on some topics.
_____ c. Has a mind of his own. Not easily influenced.
_____ d. Openly resentful of attempts to make up or change his mind.
_____ e. _____
(Comment)

9. Suitability

_____ a. Speech generally below the level to be expected.
_____ b. Manner of speech falls within normal limits.
_____ c. Has a physical defect which affects speech.
_____ d. Speech formal and refined.
_____ e. _____
(Comment)

10. Poise

_____ a. Seemed nervous and tense throughout interview.
_____ b. Tense at first, but gradually relaxed.
_____ c. Pleasantly relaxed throughout the interview.
_____ d. Relaxed at first, but became tense before interview was completed.
_____ e. _____
(Comment)

11. Conventionality

_____ a. Does not conform to social conventions. (Give examples of breach of conventions)
_____ b. Meticulous to the point of being noticeable in observance of social conventions.
_____ c. Has some idiosyncrasies, but generally is conventional.
_____ d. No unusual mannerisms.
_____ e. _____
(Comment)

12. Appearance

_____ a. Personal appearance is suitable.
_____ b. Personal appearance is not suitable.
_____ c. Poor manner of dress.
_____ d. Poor physical features.
_____ e. _____
(Comment)

13. Judgment

_____ a. Past decisions seem sound; no evidence of "boners."
_____ b. Judgments show rational thinking.
_____ c. Some indication of poor judgment; shows a tendency to play "hunches".
_____ d. Evidence shows no basis for judgments: hence, they could not be evaluated.
_____ e. _____
(Comment)

14. Decisiveness

_____ a. Given necessary and available date, he apparently makes a decision and sticks to it until newer information indicates a change.
_____ b. Has put off decisions on the grounds that he needs more information.
_____ c. Only makes a decision when he realizes that he is holding up another person.
_____ d. Prone to change his mind, even after action has been started on the basis of this decision.
_____ e. _____
(Comment)

15. Sense of responsibility

_____ a. Seeks responsibility; has volunteered to take on additional duties.
_____ b. Has accepted responsibility when offered to him, and discharged it satisfactorily.
_____ c. "Nine-to-five" attitude; no evidence of adding any little extras of his own.
_____ d. Has been relieved of responsibility, apparently because he failed to discharge it fully.
_____ e. _____
(Comment)

16. Work Capacity

_____ a. Has been able to carry collateral assignments without allowing regular work to suffer.
_____ b. Evident peaks and valleys in accomplishments; requires time off to recuperate from unusual work loads.
_____ c. Has managed to keep abreast of work load by eliminating details, rather than putting in extra effort.
_____ d. Quality of work suffered when additional duties were assigned.
_____ e. _____
(Comment)

17. Ability to delegate

_____ a. Cited tangible evidence of accomplishing things through other people.
_____ b. Some accomplishments as supervisor, but seems to be a "doer", rather than a "delegator".
_____ c. Has primary interest in his personal role, rather than in group effort.
_____ d. Delegates too freely; has poor accomplishment because of failure to retain necessary control over final results.
_____ e. _____
(Comment)

18. Creativity

_____ a. Cited many examples of significantly creative ideas; not doubt that he is an "idea person."
_____ b. Has produced an average number of creative ideas.
_____ c. Has improved other people's ideas, but no evidence of producing ideas of his own.
_____ d. Little or no evidence of creativity.
_____ e. _____
(Comment)

19. Drive

_____ a. Shows a capacity for a high level of energy, well directed, and sustained on and off the job.
_____ b. High energy, but shows some lack of perseverance with projects of long duration.
_____ c. Adequate energy, but not always harnessed to insure proper job performance.
_____ d. Inadequate energy, and/or too poor self-control for an assignment.
_____ e. _____
(Comment)

20. Organization and planning

_____ a. Considers all known variables before taking a major action. Automatically reviews and revises his ideas before executing them.
_____ b. Foresees obvious problems and makes the necessary revisions and adjustment.
_____ c. Has shown a reasonable degree of planning on past jobs.
_____ d. Lacks the ability to organize and plan necessary for in this position.
_____ e. _____
(Comment)

SAMPLE TRAINING AGENDA

The following schedule of training is provided to volunteers with the Senior Victim Assistance Program in the Colorado Springs Police Department. Sessions are two-and-one-half hours in length and are held once a week.

Lesson One:	Program Overview--Crime and the Elderly; Police Experiences with Senior Citizens
Lesson Two:	Police Department Organization Structure; Police Department Tour
Lesson Three:	Aging--Biological, Sociological, Psychological Aspects
Lesson Four:	Crime Prevention and Personal Safety; Neighborhood Watch
Lesson Five:	Police and Traffic Reports; Case Processing
Lesson Six:	Psychology of Victimization and Crisis Intervention Techniques
Lesson Seven:	Consultation with the Victim
Lesson Eight:	Communication Skills
Lesson Nine:	Community Referral Resources
Lesson Ten:	All day community tour (aging agency, mental health center gerontology unit and crisis unit, adult protective services, department of social services, homemaker services, recreation center, victim services, legal service, community health center)
Lesson Eleven:	Panel discussion/review of cases
Lesson Twelve:	Termination skills
Lesson Thirteen:	Program mechanics

LIST OF PERSONNEL POLICIES FOR VOLUNTEERS
USED BY THE
VICTIM/WITNESS PROGRAM, GREENVILLE, SOUTH CAROLINA

DO'S:

1. Dress appropriately at all times. You will find that you are treated as a professional if you dress as one.

2. Always address police personnel by title, (judges too): Officer _____ _____(city police), Deputy _____(Sheriff's office) or Detective _____.

3. Always be on time to work. If some catastrophic event prevents you from appearing at your appointed time and you are going to be more than 15 minutes late, CALL. Take home list of home numbers of other staff and the program's office. Call the switchboard and leave a message. If you are going to be absent, contact another volunteer and arrange to switch dates with someone if possible. Please let our office know if you are making these arrangements. If you cannot switch, let us know that also and we will schedule a makeup date.

4. Treat all people with whom you come into contact with the courtesy and respect you expect for yourself.

5. ALWAYS ask questions if something is unclear to you. You are not expected to know everything...yet.

6. Check the Procedure Manual for update on information and new procedures. Everything you need to know in the area of office management is in the Manual.

7. Keep your records up to date, e.g. time logs, client files, staff activity sheet.

8. Sign your initials to any case work or logs you have completed in case we have questions about follow-up on a client.

9. Leave the staff desk orderly and organized for the next persons and fill out the activities sheet--be as brief as possible.

10. REMEMBER THAT ALL INFORMATION CONCERNING VICTIMS AND WITNESSES' CASES IS CONSIDERED CONFIDENTIAL. We want to be a trusted and respected program and we must maintain strict confidentiality on all matters. Contact the Solicitor's Office before notifying clients about pleas. This information could affect the strategy of the Solicitor working on the case.

TELEPHONE CONTACTS: All contacts, in person or on the phone, with the Law Enforcement Center, other agencies, and clients should be in a professional manner. Clearly identify yourself--name, agency, and Solicitor's Office. Much information shared with us is confidential in nature and other law enforcement agencies must know who we are.

1. If you are not absolutely sure of how to spell the name of a person, ASK THEM TO SPELL IT AND YOU WRITE IT DOWN.

2. Make sure messages you take for others are CLEAR.

3. Make sure there is a good understanding at the end of the conversation with referral agencies, WHOSE responsibility it is to do WHAT.

4. Review how to use our phone system.

5. Important follow-up: Go through Pre-Trial and Trial File each day to determine necessary follow-up.

REFERRALS:

1. Everyone can read and should take down information relating to a specific referral, clearly, concisely, and completely.

2. Noone should promise to do anything they are not positive the program is capable of doing (that is what we're supposed to do.)

3. If you promise to get back to someone, make sure you do it.

4. Always do your best to let the referral source know that you have made contact with the client, and, if possible, the disposition of the case.

5. Check the Manual and the file cabinet for procedures in making correct referrals to agencies such as Mental Health, Women in Crisis/Family Counseling, etc.

6. Familiarize yourself with resource agencies in the community and the Law Enforcement Center that we commonly use.

DON'T'S:

1. Never represent yourself as a police office, solicitor, investigator, etc.

2. Never represent the V/W program at an outside gathering, group meeting, or to an individual without prior approval.

3. Never mail out any letter representing the V/W program of the Solicitor's Office without prior approval.

APPENDIX VII

SAMPLE FORM FOR CASE RECORDKEEPING
USED BY
THE CRIME RESISTANCE INVOLVEMENT COUNCIL, PASADENA CALIFORNIA

(This cover sheet is filed with the police report and other forms for specific services, by case number.)

Case #_____ Date Assigned:_____ Date of Contact_____

Victim's Name: Last _____ Middle _____ First _____ Age____ Sex____(M)____(F)

Address:_____ Living Alone?____Yes ____No

Phone:_____ Witnesses? ____Yes ____No

Date of Crime:_____ Penal Code #_____

Time: _____ Crime Classification:

Injury:_____ ____Residential Burglary (yellow)
____Crimes against Person and Grand Theft (red)
____Sexual Crime (white)
____Other and Non-Crime and Auto Theft (green)

Method of Entry:_____

Loss:_____

Service Desired	Action Taken		Service Desired	Action Taken	
____	____	Telephone call	____	____	Referral to agency
____	____	Home/hosp. visit	____	____	CRIC brochure (sent) (left)
____	____	Security check	____	____	Letter or note sent
____	____	Installation of locks	____	____	Neighborhood Watch
____	____	Marking valuables	____	____	Desires whistle
____	____	Transporation	____	____	Direct Deposit
____	____	Accompany to court	____	____	Counseling
____	____	Contact relative/friend	____	____	Report of finacial/credit loss
____	____	Financial aid	____	____	Other_____

Is there a relative/friend for support?_____

Is prosecution in court anticipated?_____

Conversation between volunteer and victim:_____

Volunteer's Name_____ Date:_____ Time spent on case:_____

Volunteer Report Form-Victim Assistance Team- CRIC

SAMPLE FORM FOR CRIME VICTIMS REASSURANCE TELEPHONE CALL

The following form is used by volunteers on the "CARE Team" in the Safety and Security Unit in Yonkers, New York. Volunteers use the checklist to insure that they cover all of the most important points during their initial contact with the crime victim.

CARE Volunteer _____ Date_____

CLIENT
NAME_____ADDRESS_____

_____ TELEPHONE_____

INSTRUCTIONS: STUDY THIS LIST CAREFULLY. IT WILL HELP YOU WHEN SPEAKING WITH OLDER ADULT CRIME VICTIMS. CHECK OFF AS YOU GO ALONG.

(1) Introduce yourself as a member of the CARE team, explain what "CARE" is and how the person's name was referred _____

(2) Speak slowly and clearly. _____

(3) Be patient if the client sounds skeptical or angry. DO NOT HANG UP. Be reassuring. _____

(4) Listen carefully. _____

(5) Encourage the client to exercise his or her rights by pursuing the case in court. _____

(6) Explain that you were trained and will assist him/her through the courts. This would include transportation and other seniors in the courtroom when the case in on the calendar. _____

(7) Encourage the client to discuss the crime with you. Allow him/her to vent his/her feelings. _____

(8) Ask the client how he/she feels we may be of assistance. _____

(9) Describe the programs you feel he may benefit from, i.e. if a burglary victim, Operation ID, etc.

(10) Refer all clients who seem to be having adjustment problems to the director or the social worker. _____

(11) Even if the client does not seem to be interested in receiving assistance, follow up one week later and again if you feel necessary with a reassurance call. _____

(Continued)

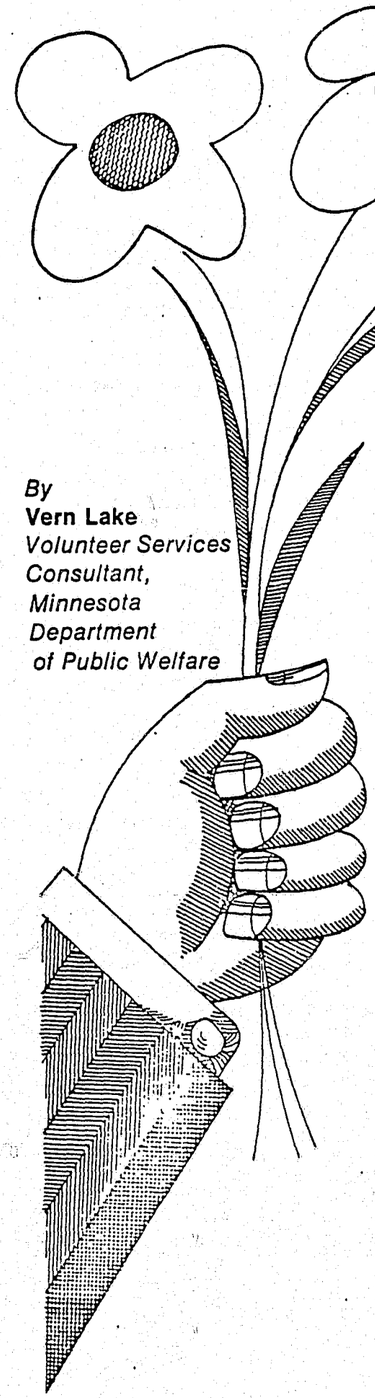
(12) Ask the client if he/she would like to join the CARE Team. (CIRCLE) YES NO

(13) Ask the client if he/she would like individual or group counseling. (CIRCLE) INDIVIDUAL GROUP NO

ADDITIONAL COMMENTS: Return this sheet with comments if applicable to the client you are serving.

CHECK THE SERVICES THE CLIENT IS INTERESTED IN RECEIVING:

____ Court assistance
____ Early Alert
____ Operation I.D.
____ Victims Compensation
____ Vial of Life
____ Deadbolt lock
____ Replacement of stolen I.D. cards
____ Reassurance visits/phone calls
____ Escort service
____ Victims counseling
____ Public education presentations
____ Film program



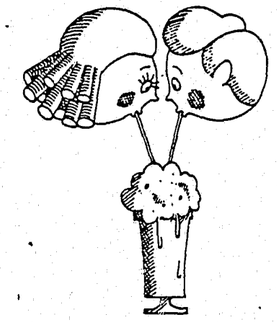
101 WAYS TO GIVE RECOGNITION TO VOLUNTEERS

By
Vern Lake
Volunteer Services Consultant, Minnesota Department of Public Welfare

Continuously, but always inconclusively, the subject of recognition is discussed by directors and coordinators of volunteer programs. There is great agreement as to its importance but great diversity in its implementation.

Listed below are 101 possibilities gathered from hither and yon. The duplication at 1 and 101 is for emphasis. The blank at 102 is for the beginning of your own list.

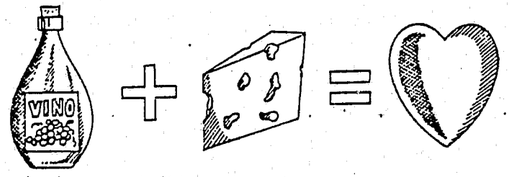
I think is it important to remember that recognition is not so much something you do as it is something you are. It is a sensitivity to others as persons, not a strategy for discharging obligations.



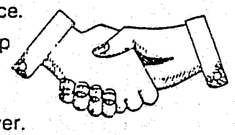
1. Smile.
2. Put up a volunteer suggestion box.
3. Treat to a soda.
4. Reimburse assignment-related expenses.
5. Ask for a report.
6. Send a birthday card.
7. Arrange for discounts.
8. Give service stripes.
9. Maintain a coffee bar.
10. Plan annual ceremonial occasions.
11. Invite to staff meeting.
12. Recognize personal needs and problems.
13. Accommodate personal needs and problems.
14. Be pleasant.
15. Use in an emergency situation.
16. Provide a baby sitter.
17. Post Honor Roll in reception area.
18. Respect their wishes.
19. Give informal teas.
20. Keep challenging them.

21. Send a Thanksgiving Day card to the volunteer's family.
22. Provide a nursery.
23. Say "Good Morning."
24. Greet by name.
25. Provide good pre-service training.
26. Help develop self-confidence.
27. Award plaques to sponsoring group.
28. Take time to explain fully.
29. Be verbal.
30. Motivate agency VIP's to converse with them.
31. Hold rap sessions.

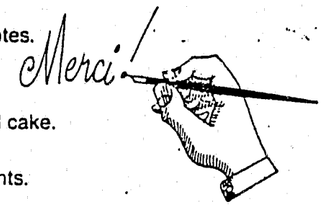
32. Give additional responsibility.
33. Afford participation in team planning.
34. Respect sensitivities.
35. Enable to grow on the job.
36. Enable to grow out of the job.
37. Send newsworthy information to the media.
38. Have wine and cheese tasting parties.



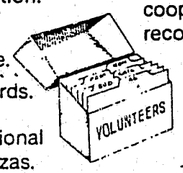
39. Ask client-patient to evaluate their work-service.
40. Say "Good Afternoon."
41. Honor their preferences.
42. Create pleasant surroundings.
43. Welcome to staff coffee breaks.
44. Enlist to train other volunteers.
45. Have a public reception.
46. Take time to talk.
47. Defend against hostile or negative staff.
48. Make good plans
49. Commend to supervisory staff.
50. Send a valentine.
51. Make thorough pre-arrangements.
52. Persuade "personnel" to equate volunteer experience with work experience.
53. Admit to partnership with paid staff.
54. Recommend to prospective employer.
55. Provide scholarships to volunteer conferences or workshops.
56. Offer advocacy roles.
57. Utilize as consultants.



58. Write them thank you notes.
59. Invite participation in policy formulation.
60. Surprise with coffee and cake.
61. Celebrate outstanding projects and achievements.
62. Nominate for volunteer awards.
63. Have a "Presidents Day" for new presidents of sponsoring groups.



64. Carefully match volunteer with job.
65. Praise them to their friends.
66. Provide substantive in-service training.
67. Provide useful tools in good working condition.
68. Say "Good Night."
69. Plan staff and volunteer social events.
70. Be a *real* person.
71. Rent billboard space for public laudation.
72. Accept their individuality.
73. Provide opportunities for conferences and evaluation.
74. Identify age groups.
75. Maintain meaningful file.
76. Send impromptu fun cards.



77. Plan occasional extravaganzas.
78. Instigate client planned surprises.
79. Utilize purchased newspaper space.
80. Promote a "Volunteer-of-the-Month" program.
81. Send letter of appreciation to employer.
82. Plan a "Recognition Edition" of the agency newsletter.
83. Color code name tags to indicate particular achievements (hours, years, unit, etc.).
84. Send commendatory letters to prominent public figures.
85. Say "we missed you."
86. Praise the sponsoring group or club.
87. Promote staff smiles.
88. Facilitate personal maturation.
89. Distinguish between groups and individuals in the group.
90. Maintain safe working conditions.
91. Adequately orientate.
92. Award special citations for extraordinary achievements.
93. Fully indoctrinate regarding the agency.
94. Send Christmas cards.
95. Be familiar with the details of assignments.
96. Conduct community-wide, cooperative, inter-agency recognition events.
97. Plan a theater party.
98. Attend a sports event.
99. Have a picnic.
100. Say "Thank You."
101. Smile

END