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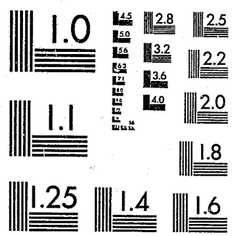

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POLICE SERVICE DELIVERY TO THE ELDERLY: A NATIONAL PROGRAM REVIEW

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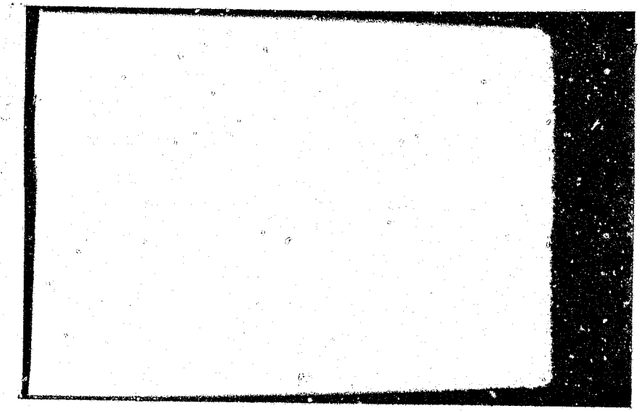

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POLICE SERVICE DELIVERY TO THE ELDERLY:

A NATIONAL PROGRAM REVIEW

by
Jack Goldsmith
Sharon Goldsmith
Susan Singer

Submitted to:

The National Institute of Law Enforcement and Criminal Justice
Law Enforcement Assistance Administration
United States Department of Justice
Washington, D.C. 20531

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ACQUISITIONS

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University City **Science Center**

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PREFACE

This report presents the findings of a nationwide survey which was undertaken to identify programs designed to assist the elderly with their crime problems and other law enforcement-related needs. The survey was conducted to determine the types of police-related problems that are currently being addressed by assistance programs for older persons, and the characteristics of programs that have been implemented in response to perceived needs.

The survey constitutes part of a larger study of police service delivery to the elderly. The full study includes: a sample survey of elderly citizens' attitudes toward and experiences with police services and criminal victimization in two urban jurisdictions; a questionnaire survey of police officers' perceptions of the elderly in the same two jurisdictions; and an examination of the volume and types of police services provided to the elderly in comparision with the services provided to citizens in other age groups. The results of these components of the study are discussed in separate reports. The entire study is designed to identify significant and persistent problems which might tend to impede the delivery of effective police services to older persons and to develop practical remedies for overcoming the identified difficulties.

This report was written by Dr. Jack Goldsmith, Ms. Sharon Goldsmith, and Ms. Susan Singer. Dr. Goldsmith is on the faculty of California State College at Bakersfield. Ms. Goldsmith and Ms. Singer are independent criminal

justice consultants. The report was prepared under subcontract to the University City Science Center. Both the authors and the project director wish to express their thanks to the many individuals who took the time and effort to complete the questionnaires upon which this report is based. Without their cooperation our work would have been impossible.

Stephen Schack
Project Director

PART I

INTRODUCTION

Providing adequate police services to all citizens, including the elderly, is a primary goal of police administrators in this country. The elderly constitute a significant and growing minority group in this society, and in some cities this minority is very large. While considerable evidence suggests that the elderly are victimized by essentially the same crimes as the population as a whole and, overall, appear to be "undervictimized" as a group, they do show increased vulnerability to certain types of crime such as personal larceny with contact and fraud.[1] Factors such as diminished income, social isolation and poor health can also contribute to a greater vulnerability and to a heightening of the impact of crime. That is, a "minor" crime committed against an older person can have a very serious and lasting impact on that person's life. Noting the differential impact of crime on the elderly, Schack and Frank have observed that the level of national concern afforded the effects of crime on the elderly may also be related to evidence that fear of crime as well as the need for noncrime-related services seems to increase with age, recognition that the proportion of individuals over age 65 is increasing and a widespread belief that older people have earned the right to live in relative comfort, security and dignity.[2]

---

[1] See Philip H. Ennis, Criminal Victimization in the United States: A Report of a National Survey (Washington, D.C.: USGPO, May 1967) and the U.S. Department of Justice, Law Enforcement Assistance Administration, Criminal Victimization in the United States: A National Crime Panel Survey Report (Washington, D.C.: USGPO, May 1975). The findings of these surveys concerning criminal victimization of the elderly are summarized in Fay Lomax Cook and Thomas D. Cook, "Evaluating the Rhetoric of Crisis: A Case Study of Criminal Victimization of the Elderly," Social Service Review 50, (December 1976), pp. 632-46.

[2] Steven Schack and Robert S. Frank, "Police Service Delivery to the Elderly" (The Annals, no. 438, July 1978).

In recognition of considerations such as these a wide variety of public agencies and private groups are currently involved in identifying and meeting the needs of the elderly in communities across the United States. Aging services and welfare agencies; community health resources; police departments; civic groups; and transportation, housing and public safety agencies, all have important contributions to make.

The primary purpose of this report is to present a review of state and local programs which focus upon the elderly, either as a target group or as part of the general population group, and which are organized to provide crime-related services to older individuals.[3] This program review is based on responses to a mailed survey instrument sent to known programs through the United States.[4]

Identification of Current Programs

Identification of on-going programs was made by contacting the Law Enforcement Assistance Administration, the Administration on Aging, interest groups and associations and by reviewing appropriate professional literature. In addition, over 500 Area Agencies on Aging (AAA) were requested to provide information on programs operating in their region.[5]

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

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

[4]Appendix - contains a copy of the instrument.

[5]Appendix - contains of the letter sent to each Area Agency.

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

Responses to The Questionnaire

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

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

Responding Programs and Their Service Components

Exhibit 1 contains a list of the 119 program respondents and their associated components. Of this total sample, 47 are specialized crime and the elderly programs, rather than general programs which also serve the elderly.

Exhibit 1 below provides an overview of the programs which responded to the survey. Only 16 programs had a direct community involvement component. Victim or witness assistance is provided by only 20 of the responding programs. The most common program components were crime prevention (N=80) and other crime-related services (N=57). Some programs also provided services to the elderly which were not crime-related.

While Exhibit 1 provides a general overview of the services available through programs responding to the survey, it fails to adequately describe the types of initiatives which have been taken by those programs. Part II of this report provides a more detailed categorization of services available to the elderly, a description of programs providing each type of service, and their relationship with local police agencies. Because this report focuses primarily on the crime-related needs of the elderly and because such needs are often met by programs which are directly associated with police departments across the nation, Part III will discuss developmental aspects of the law enforcement community's efforts to provide special programs to aid older citizens.

EXHIBIT I

PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS							
* Indicates specialized crime and the elderly program		Victim/Witness Assistance	Crime-Related Services:		Non-Crime-Related Services:		Crime Prevention	Community Involvement:	
			Operation I.D.	Other	Reassurance Calls	Other		Neighborhood Watch Block Clubs	Other
ALABAMA									
Public Relations Unit[4] Mobile Police Department Mobile	1976 -		X	X			X		
ARIZONA									
Sheriff's Posses[4] Maricopa County Sheriff's Department Phoenix	1972 -		X	X			X	X	X
Senior Power[4] Phoenix Police Department Phoenix	1975 -		X	X			X		
Victim/Witness Advocate Program Pima County Attorney's Office Tucson	1975 -	X							
ARKANSAS									
Crime, Police and You Arkansas State Police Harrison	1975 -		X				X		

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PROGRAM RESPONDENTS BY STATE

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

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PROGRAM RESPONDENTS BY STATE

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

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PROGRAM RESPONDENTS BY STATE

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

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PROGRAM RESPONDENTS BY STATE

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

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PROGRAM RESPONDENTS BY STATE

PROGRAMS * indicates specialized crime and the elderly program	PROGRAM DATES	PROGRAM COMPONENTS							
		Victim/Witness Assistance	Crime-Related Services:		Non-Crime-Related Services:		Crime Prevention	Community Involvement:	
			Operation I.D.	Other	Reassurance Calls	Other		Neighborhood Watch Block Clubs	Other
CHICAGO (con't)									
*Demonstration Project** Mayor's Office for Senior Citizens and Handicapped Chicago	1977 - 79	X		X			X	X	X
Crime Prevention Unit Chicago Police Department Chicago	-		X				X		
Crime Prevention for Senior Citizens[4] Franklin Park Police Department Franklin Park	1977 -						X		
Crime Prevention Bureau Chicago Heights Police Department Chicago Heights	1973 - 77						X		
Crime Prevention Bureau Morton Grove Police Department Morton Grove	1976 - 77						X		
Crime Prevention Bureau Tinley Park Police Department Tinley Park	1976 - 79			X			X		

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PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS							
* Indicates specialized crime and the elderly program		Victim/Witness Assistance	Crime-Related Services:		Non-Crime-Related Services:		Crime Prevention	Community Involvement:	
			Operation I.D.	Other	Reassurance Calls	Other		Neighborhood Watch Block Clubs	Other
ILLINOIS (con't)									
Crime Prevention and Victim/Witness Advocate Unit Evanston Police Department Evanston	1975 -	X	X	X			X		
WhistleSTOP[4] Berwyn-Cicero Council on Aging Cicero	1977 -						X		X
Operation Reassurance[4] Department of Public Safety Glencoe	1975 -			X	X				
Crime Prevention/Community Relations Unit Elgin Police Department Elgin	1975 -		X	X			X		
INDIANA									
*Senior Citizens Lock Project** South Bend Police Department South Bend	1973 -			X			X		

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PROGRAM RESPONDENTS BY STATE

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

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PROGRAM RESPONDENTS BY STATE

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

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PROGRAM RESPONDENTS BY STATE

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

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PROGRAM RESPONDENTS BY STATE

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

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PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS								
* indicates specialized crime and the elderly program		Victim/Witness Assistance	Crime-Related Services:		Non-Crime-Related Services:		Crime Prevention	Community Involvement:	
			Operation I.D.	Other	Reassurance Calls	Other		Neighborhood Watch Block Clubs	Other
MICHIGAN (con't)									
Crime and the Elderly[4] Monroe County Senior Citizens Adult Education Program Monroe	1976 -						X		
Vial of Life Commission for Aged/Beford Senior Citizens Temperance	1976 -					X			
MINNESOTA									
Crime Prevention Unit Bemidsi Police Department Bemidsi	1975 -		X	X			X		
Crime Cautions for Seniors[4] Minneapolis Police Department Minneapolis	1976 -		X	X			X		
MISSISSIPPI									
Telephone Reassurance Corinth Fire Department Corinth	1968 -				X				

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PROGRAM RESPONDENTS BY STATE

PROGRAMS * indicates specialized crime and the elderly program	PROGRAM DATES	PROGRAM COMPONENTS								
		Victim/Witness Assistance	Crime-Related Services:		Non-Crime-Related Services:		Crime Prevention	Community Involvement:	
			Operation I.D.	Other	Reassurance Calls	Other		Neighborhood Watch Block Clubs	Other
MISSOURI									
Senior Home Security Program[4] Mayor's Office on Aging St. Louis	1976 - 78		X	X	X	X	X		
Aid to Elderly Victims of Crime[4] Mid-America Regional Council Kansas City	1975 - 77	X	X	X			X	X	
NEW JERSEY									
Operation Reassurance Haworth Police Department Haworth	1973 -				X				
NEW MEXICO									
Crime Prevention Unit Chavas County Sheriff's Office Roswell	1977 -						X		
Crime Prevention Gallup Police Department Gallup Women's Club Gallup	1977 -		X	X			X		

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

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PROGRAM RESPONDENTS BY STATE

PROGRAMS * indicates specialized crime and the elderly program	PROGRAM DATES	PROGRAM COMPONENTS							
		Victim/Witness Assistance	Crime-Related Services: Operation I.D.	Crime-Related Services: Other	Non-Crime-Related Services: Reassurance Calls	Non-Crime-Related Services: Other	Crime Prevention	Community Involvement: Neighborhood Watch Block Clubs	Community Involvement: Other
NEW YORK (con't)									
Senior Crime Institute Center for Executive Development and Public Safety Management State University of New York Albany	1977 - 80						X		
*Youth Escort Service/Legal Counseling for Elderly** Oneida County Office for the Aging Utica	1974 -			X		X			
Community Crime Prevention Program Utica Police Department Utica	1977 - 78		X	X			X		
Community Relations Division Poughkeepsie Police Department Poughkeepsie	1973 -		X	X			X		
Crime Victims Assistance Program St. Francis Hospital Poughkeepsie	1976 - 77	X							

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PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS							
* indicates specialized crime and the elderly program		Victim/Witness Assistance	Crime-Related Services:		Non-Crime-Related Services:		Crime Prevention	Community Involvement:	
			Operation I.D.	Other	Reassurance Calls	Other		Neighborhood Watch Block Clubs	Other
NORTH CAROLINA									
Crime Prevention Program[4] Mecklenburg County Council on Aging/Charlottee Police Department Charlotte	1976 -		X	X			X	X	
Community Watch Buncombe County Sheriff's Department Asheville	1974 -		X				X	X	
Banner Elk Police Department Banner Elk	1973 -			X					
OHIO									
Seniors Against Crime * Ohio Commission on Aging Columbus	1977 -						X		
*Senior Safety and Seurity Program** Cuyahoga County Area Agency on Aging Cleveland	1974 - 79		X	X			X		

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

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PROGRAM RESPONDENTS BY STATE

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

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PROGRAM RESPONDENTS BY STATE

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

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

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PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS							
* indicates specialized crime and the elderly program		Victim/Witness Assistance	Crime-Related Services:		Non-Crime-Related Services:		Crime Prevention	Community Involvement:	
			Operation I.D.	Other	Reassurance Calls	Other		Neighborhood Watch Block Clubs	Other
TEXAS (con't)									
Community Services Division Dallas Police Department Dallas	1968 -		X			X			
Crime Prevention Unit Victoria Police Department Victoria	1975 -		X	X					
Texas Crime Prevention Institute Southwest Texas State University San Marcos	1974 -						X		
Crime Prevention Unit El Paso Police Department El Paso	1976 -	X					X		
UTAH									
District One Crime Prevention Unit Brigham City Police Department Brigham City	1974 - 77						X		
Protection of Senior Citizens[4] Ute Tribal Police Department Fort Duchesne	1960 -			X					

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PROGRAM RESPONDENTS BY STATE

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

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PROGRAM RESPONDENTS BY STATE

PROGRAMS * indicates specialized crime and the elderly program	PROGRAM DATES	PROGRAM COMPONENTS							
		Victim/Witness Assistance	Crime-Related Services:		Non-Crime-Related Services:		Crime Prevention	Community Involvement:	
			Operation I.D.	Other	Reassurance Calls	Other		Neighborhood Watch Block Clubs	Other
WASHINGTON (con't)									
Retired Executive Volunteer Program[4] Project Reassurance Edmonds Police Department Edmonds	1974 -		X	X	X		X		
Retired Senior Volunteer Program (RSVP) Bellingham	1972 -		X	X					
Senior Volunteer Action Team Retired Senior Volunteer Program (RSVP) Kennewich	1976 -		X	X			X		
WEST VIRGINIA									
Operation Lifeline[4] Huntington Police Department Huntington	1974 -		X	X	X		X		X
Crime Prevention/Education Program West Virginia State Police Company "C" Elkins	1972 -						X		

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PROGRAM RESPONDENTS BY STATE

PROGRAMS	PROGRAM DATES	PROGRAM COMPONENTS							
* indicates specialized crime and the elderly program		Victim/Witness Assistance	Crime-Related Services:		Non-Crime-Related Services:		Crime Prevention	Community Involvement:	
			Operation I.D.	Other	Reassurance Calls	Other		Neighborhood Watch Block Clubs	Other
WEST VIRGINIA (con't)									
Telephone Checks[4] Bluefield Police Department Bluefield	1975 -				X				
WISCONSIN									
Neighborhood Security Aide Program[4] Milwaukee County Sheriff's Department Milwaukee						X	X		
Adult Services Unit Eau Claire County Department of Social Services Eau Claire	1972 -					X			
Office of Consumer Protection Department of Justice Madison	1970 -						X		
WYOMING									
North Big Horn Senior Citizens[4] Lovell Public Schools Lovell	1972 -					X	X		

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PART II

MEETING THE NEEDS OF THE ELDERLY:

A GENERAL REVIEW OF PROGRAM INITIATIVES

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

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

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

VICTIM AND WITNESS ASSISTANCE

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

Police-Based Victim Services

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

requirements for recipients.

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

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

For the duration of each case in which they become involved, Victim Service Workers at the Center act as a liaison between the criminal justice system and the client. Services offered include: assistance in filing state victim compensation forms and securing public assistance or federal Supplemental Security Income funds; arranging meetings with court personnel; obtaining court case and property status information; and providing referrals to community mental health resources. Among the more innovative functions of the Center are: monitoring restitution cases, home and hospital visitations, interpreting services for Spanish-speaking clients, transportation to and from court or social service agencies, and sending periodic letters to victims and witnesses regarding court appearances and case dispositions. (See Appendix II, Document 1 for the Center's brochure).

The Indianapolis Police Department Victim Assistance Program is somewhat more restrictive than the Rochester program in eligibility criteria and

the scope of its activities. To qualify for assistance, victims must have no immediately available personal resources and must be willing to prosecute (unless there are extenuating circumstances). Victims sustaining loss or injury resulting from good samaritan intervention are also eligible for assistance. Victim contact is generally initiated through referrals from city, county and state police, but program staff initiate contacts with elderly victims of purse snatching and robbery and act as liaison between detectives and elderly victims. Program staff also notify the victim's family and provide referrals and counseling on a 24-hour basis. Additionally, they provide victims with information about the criminal justice system through the final disposition of the case and, when necessary, provide transportation for court appearances.

The Evanston Police Department Victim/Witness Advocacy Unit is based in the Community Relations - Crime Prevention Division. The Advocacy Unit was created to provide services and information to victims and witnesses and to improve cooperation between the criminal justice system and the community. Available on a 24-hour basis for emergency services, Victim Advocates provide referral information, assistance in filing crime victim compensation forms, and court transportation when necessary. The advocates have recently expanded their speaking engagements to include greater outreach to the elderly. (For a complete list of services see Appendix II, Document 2).

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

Three police departments report having victim services which have been

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

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

Alternate Agency Victim Services

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

Area Agencies on Aging in four cities support programs which offer victim services. In Kansas City, Missouri, the Mid-America Regional Council Commission on Aging through the Greater Kansas City Mental Health Foundation offers assistance to elderly victims of crime in a five-county area. Program services include counseling and financial aid, information and referral to social services, and assistance in replacing stolen documents. Victim referrals to the program

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are made by the Kansas City Police Department and other agencies, and program staff conduct follow-up checks to ensure that appropriate assistance has been received.

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

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

Based in the county attorney's office, the Victim-Witness Advocate Program (VWAP) in Pima County, Arizona works with four law enforcement agencies and seven courts. The VWAP staff offers crisis intervention counseling, transportation, temporary housing, and referral services to crime victims, witnesses and other persons needing emergency assistance. Victims and witnesses are

provided with information on their cases such as notification of indictment, trial scheduling and final disposition. In addition, the VWAP staff conducts public information programs and training sessions for law enforcement officers.

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

CRIME-RELATED SERVICES

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

Operation Identification

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

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

(For further discussion of the role of elderly volunteers and employees, see Part III below).

Security Devices

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

Home Security Inspections

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

In general, these programs have been developed as part of larger crime prevention strategies rather than as a victim assistance service. Most of the home security inspection programs are based

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in police departments, but several other social service and crime prevention agencies have also developed programs to reduce the opportunity for burglary and the public's fear of victimization.

Crime Prevention and Public Education

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

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

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

Noncrime-Related Services

Numerous agencies provide noncrime-related services to the elderly, but responses to this survey indicate that more comprehensive and better coordinated

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assistance is needed to meet service demands. To fill the service gaps which exist due to the lack of unified service delivery programs, law enforcement and other social service agencies have implemented specific projects to meet the social, legal or health needs of the elderly.

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

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

Community Involvement

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

A number of these community involvement programs promote street safety

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through escort or team shopping activities, and others concentrate on reporting suspicious activity either by telehpone or by using citizen-band radios. The WhistleSTOP Project is an attempt to increase community safety by distributing whistles to call for assistance and public information materials encouraging citizen cooperation in reporting crime (See Appendix II, Document 3 for a description of the WhistleSTOP Project developed in Chicago by the Edgewater Community Council and also used by several other programs).

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

Perhaps the most well known of these projects is the National Neighborhood Watch Program developed by the National Sheriff's Association. Neighborhood Watch is specifically designed to reduce burglary, larceny and vandalism. Nine programs responding to this survey use Neighborhood Watch, and seven others use some variation of it such as block clubs or community watch groups. (See Appendix II, Document 4 for a description of Neighborhood Watch).

PART III

CONSIDERATIONS FOR POLICE PROGRAM PLANNING

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

- Confusion Regarding Police Role and Procedures - including how and when to report crimes; requesting services that the police are not able to provide; unrealistic performance expectations; lack of understanding of the criminal justice process in general.
- Communication - including cases of police officers' impatience, insensitivity, stereotyping, inflexibility and patronizing attitudes in dealing with older persons.
- Service Delivery - including slow police response time and/or unwillingness or inability to provide services to make appropriate referrals to available community resources.

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

Information and Referral - Are officers able to provide relevant and timely information to older persons whom they come in contact with in the performance of their

duties? How knowledgeable are officers regarding community resources available to the elderly? How willing are officers to take the time necessary to assist older persons and how effectively can officers communicate referral information to older persons?

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

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

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

Personnel

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

Most of the 31 programs using elderly volunteers included in this survey are operated by law enforcement agencies or are run jointly by police and other agencies or civic groups. Other programs rely on police for assistance in training or supervising volunteers and for making referrals. Regardless of where the program is based, elderly volunteers most often provide crime-related services such as home security inspections, lock installations, and operation identification. In addition, volunteers participate in crime prevention presentations, offer escort and victim services, and assist police in administrative capacities.

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

Social service agencies and community groups use elderly volunteers to perform certain police functions. For example, in the following three programs volunteers provide such services as lock installations, escort services and

crime prevention presentations: Senior Safety and Security Program (Cleveland); Safeguard for Seniors (Dubuque); and Senior Safety Project (Wallingford).

The following programs illustrate three of the many different approaches that have been developed for the use of elderly volunteers by law enforcement agencies. The Senior Citizen Crime Prevention Program of the Cottage Grove (Oregon) Police Department is an example of what a small department can do in cooperation with RSVP volunteers (See Appendix II, Document 5 for the program's guidelines). In Largo, Florida, the Pinellas County Sheriff's Junior Deputy League includes more than 1000 volunteers age 55 or older who are trained to conduct home security inspections. Selected volunteers also assist in certain administrative jobs in the department.

The posses of the Maricopa County (Arizona) Sheriff's Department are perhaps the best known elderly volunteer programs. Four of the 47 posses in the county are located in retirement areas and are made up exclusively of older volunteers. Posse members receive extensive training in crime prevention techniques, residential and business security, citizen involvement programs, fire safety, first aid, and traffic control. It is also possible for older volunteers to become commissioned police officers by completing training at the department's academy (For a discussion of the problems involved in using older volunteers in policework, see Appendix II, Document 6).

An alternative solution to the manpower problem is community service employment. With federal funds provided through the Comprehensive Employment and Training Act (CETA), the Neighborhood Security Aide Program in Milwaukee provides neighborhood patrol, crime prevention information and referral services to the general public. Using federal community development funds, the Senior Home Security Program (St. Louis) employs over 100 persons over age 55 with incomes at or below the poverty level to provide services for

the elderly. These employees receive training in crime and fire prevention techniques, home repairs. telephone reassurance and senior center maintenance (See Appendix II, Document 7 for more information on this program).

Research, Development and Training

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

Resarch and Program Development

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

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

Two programs were developed using the results of research conducted by other agencies. The St. Petersburg Citizen Survey and the crime and the

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

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

Another approach to developing crime and the elderly programs is the funding of demonstration projects in various cities which experiment with different program components. As part of a model projects grant from the Administration on Aging, the International Association of Chiefs of Police established demonstration projects in five urban police departments and developed a Crime and the Senior Citizen questionnaire for use by police departments in program development (See Appendix II, Document 8).

In addition to the IACP demonstration projects in Miami Beach, Florida, and Mansfield, Ohio, which are included in this survey, demonstration sites were Omaha, Nebraska; Jersey City, New Jersey; and Syracuse, New York. The Administration on Aging has also recently funded seven crime and the elderly demonstration projects in organizations other than law enforcement agencies such as the project in the Chicago Mayor's Office for Senior Citizens and Handicapped included in this survey. Model projects such as these allow for the incorporation of selected program components developed during the pilot period into existing programs in police departments and other agencies.

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

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

Training

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

The Dallas Geriatric Research Institute has developed a training module

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

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

Intra- and Inter-Agency Cooperation

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

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

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

Emphasis on intra-departmental coordination and inter-agency cooperation is a key aspect of the Senior Citizen Robbery Unit (SCRU) of the New York Police Department, Bronx Area. This unit was developed by police officers as a multi-faceted approach to combat crime against senior citizens in the Bronx. In addition to investigation and crime analysis, the officers of this unit relay information to precinct anti-crime units and patrol officers through roll call meetings and a crime alert bulletin; cooperate with other department

units in the area including the Street Crime Unit, the Detective Division, the Homicide Unit, and participate in crime prevention programs. The unit also maintains close relationships with many city agencies which are able to assist residents referred by officers and provides transportation for elderly victims to the Mayor's Office of the Aging when emergency assistance is required. Its successes in combatting crimes against the elderly have led to the establishment of similar units in New York City.

SUMMARY

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

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

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

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

APPENDICES

University City Science Center

APPENDIX I

SURVEY QUESTIONNAIRES

University City Science Center

DOCUMENT 1

POLICE, CRIME AND THE ELDERLY:

A NATIONAL SURVEY TO IDENTIFY ON-GOING PROGRAMS

This is a survey of all Area Agencies on Aging. It is being conducted as part of a comprehensive study of police-elderly interactions and of the police- and crime-related needs of the elderly. The overall purpose of the study is to develop program and policy guidelines aimed at improving the quality of service provided to the elderly and the quality of their life within the community. The specific purpose of this questionnaire is to assist us in identifying all on-going (or past) programs which are dealing with any aspect of this problem. Each program identified by you will then be contacted directly by our research staff.

The questionnaire is brief, and we would appreciate your returning it to us at your very earliest convenience. Should you wish to provide us with any additional materials - program descriptions, evaluation studies, or needs-assessment reports - we would appreciate receiving them. A self-addressed, postage paid envelope has been enclosed for your convenience.

Thank you for your assistance.

* * * * * * * * * *

Name of Individual Completing Questionnaire: _____

_____

Agency: _____

Address: _____

_____

Area Served By Your Agency: _____

_____

* * * * * * * * * *

Please return survey to: University City Science Center
1717 Massachusetts Avenue, N.W.
Suite 707
Washington, D.C. 20036

POLICE, CRIME AND THE ELDERLY:
A NATIONAL SURVEY TO IDENTIFY ON-GOING PROGRAMS

Are any police departments, social service agencies, or private organizations within your area participating in programs designed to provide for any of the following needs? If so, please indicate by checking the appropriate box(es).

☐ Crime prevention education for the elderly (e.g., security surveys, information dissemination, etc.)

☐ Crime prevention assistance for the elderly (e.g., neighborhood or block watch, escort services, etc.)

☐ Assistance to elderly victims of crime (e.g., social service and medical follow-up, interim financial assistance, etc.)

☐ Improvement of the general quality of police services to the elderly (e.g., special training for the police, dispatch of community service officers, referrals to social service agencies, etc.)

☐ Elderly volunteer involvement in law enforcement and criminal justice activities

☐ Other (please specify): _____

_____

_____

For each program which you have identified, would you please indicate below the name and address of a responsible individual whom we might contact in order to obtain detailed information regarding the program (attach additional sheets if required):

_____ _____

_____ _____

_____ _____

_____ _____

Has any research been undertaken in your area to determine whether or not such programs are warranted? If so, would you please indicate how we might obtain copies of such reports?

_____

_____

DOCUMENT 2

POLICE, CRIME AND THE ELDERLY:
A NATIONAL SURVEY OF ON-GOING PROGRAMS

This is a survey of all programs in the United States which have been identified as focusing upon the crime- and police-related concerns of the elderly. It is a part of a comprehensive study of police-elderly interactions and of the police- and crime-related needs of the elderly. Its purpose is to generate program and policy guidelines aimed at improving the quality of services provided to the elderly and the quality of their life within the community.

This questionnaire has been designed to minimize the time required for its completion. In answering the following questions, be exact if possible; provide reasonable estimates when exact responses are not possible. Leave blank any item that cannot be answered. Even a partially completed form returned quickly will be of great value.

We appreciate your cooperation. Thank you.

* * * * * * * * * *

Program Title: _____

Address: _____

_____

Area Served by Program (City, County, etc.): _____

_____

Name and Title of Individual Completing Questionnaire: _____

_____

* * * * * * * * * *

Please return survey to: University City Science Center
1717 Massachusetts Avenue, N.W.
Suite 707
Washington, D.C. 20036

A self-addressed, postage paid envelope is enclosed.

POLICE, CRIME AND THE ELDERLY:
A NATIONAL SURVEY OF ON-GOING PROGRAMS

INSTRUCTIONS

Please provide the appropriate answers to the following questions. Where appropriate, check more than one response. Please feel free to attach additional pages or information to the questionnaire. We would appreciate receiving any program descriptions, project reports, or evaluations which are available and will return to you any information which you need back.

I. ORGANIZATION

A. Establishment of Program:

1. Year established: _____

2. Year to expire: _____

3. Initial reason(s) for program implementation:

☐ based on survey of community needs

☐ public demand

☐ based on specific research findings

☐ results of program successes elsewhere

☐ particular staff interest

☐ other. Please specify: _____

_____

Comments: _____

_____

_____

B. Staffing:

1. Number and types of personnel:

Types	Number
Police officers	_____
Civilian police employees	_____

Types	Number
Police reserve officers	_____
Social workers	_____
Elderly employees	_____
Elderly volunteers	_____
Non-elderly volunteers	_____
Other; please specify:	_____

_____

2. Please specify any special qualifications/training for program personnel: _____

_____

_____

3. If your program includes special training:

   a. who receives training? _____

   b. what is the nature of the training? _____

   _____

   c. how many hours of training? _____

   d. how is training conducted? _____

   _____

C. Structure:

1. In what organization/agency is this program based? _____

_____

2. Is this program run jointly with other agencies? _____

   ☐ yes

   ☐ no

   If yes, please identify other agencies and explain the responsibilities of each: _____

   _____

3. If program is based in the police department, is it:

   ☐ a specialized crime and the elderly unit

   ☐ in the crime prevention unit

   ☐ in the community relations unit

   ☐ in the training division

   ☐ in a victim assistance/services unit

   ☐ in the general patrol division

   ☐ other; please specify: _____

4. If a specialized unit has been established,

   a. how are other departmental units involved in the program?

   _____

   _____

   b. will this unit become permanent? _____

   _____

D. Resources:

1. Sources of funding: _____

2. Annual cost: _____

3. If funded by a grant:

   a. who is the grantee? _____

   b. who is sub-contractor (if any)? _____

   _____

4. If the major source of funding is a federal agency (or state planning agency), what other sources of funding are being used?

_____

_____

CONTINUED

1 OF 2

5. Please list the community resources, agencies and elderly groups actively assisting your program:

_____

_____

_____

6. What is the relationship of your program (if any) to the federally-designated Area Agency on Aging?

_____

_____

II. PROGRAM DESIGN AND EVALUATION

A. Goals and Objectives:

1. What are the perceived needs which this program addresses?

_____

_____

2. Who is eligible to participate in the program or to receive services from the program? Please specify the pertinent eligibility criteria (including age, if applicable):

_____

_____

_____

B. Activities:

1. Which of the following are functions of your program?

- ☐ victim assistance
- ☐ non-crime related services and referrals
- ☐ crime prevention
- ☐ public information/education
- ☐ community relations

1. (cont.) Which of the following are functions of your program?

- ☐ research
- ☐ police training
- ☐ social services agency personnel training
- ☐ referral
- ☐ other; please specify: _____

2. Please list specific program activities (e.g., Operation Identification, escort services, security checks, etc.) designed to accomplish the tasks checked above:

_____

_____

_____

_____

3. Which of the above are your primary activities? _____

_____

4. How is contact with the elderly initiated? _____

_____

5. Number of contacts with the elderly per month (estimate if necessary):

_____

6. Please estimate the number of elderly people who have benefited by each component of your program:

_____

_____

C. Program Effectiveness/Impact:

1. Has an evaluation of this program been conducted?

- ☐ yes
- ☐ no

If yes, what organization conducted the evaluation?

_____

2. In which of the following areas has your program had a significant impact on the elderly?

- ☐ crime victimization lowered (please specify types of crimes impacted) _____
- ☐ fear of crime reduced
- ☐ services to crime victims improved (please specify) _____
- ☐ non-crime related service delivery improved (please specify): _____
- ☐ referrals to other agencies and organizations improved
- ☐ elderly problems in dealing with police diminished (please specify): _____
- ☐ elderly attitudes toward the police improved
- ☐ elderly knowledge of police role and capability improved
- ☐ public relations improved
- ☐ elderly knowledge of crime prevention improved
- ☐ other; please specify: _____

3. On what evidence do you base these judgements? _____

4. In which of the following areas has your program had a significant impact upon the police:

- ☐ attitudes toward service delivery to the elderly improved
- ☐ problems encountered in dealing with the elderly diminished
- ☐ knowledge of alternative service delivery agencies for elderly assistance improved
- ☐ quality of police investigation of elderly victimization improved

4. (Cont.) In which of the following areas has your program had a significant impact upon the police:

- ☐ quality of elderly witness interviewing improved
- ☐ general ability to work with elderly in crime-related context improved
- ☐ increased efficiency or economy of police operations due to use of elderly volunteers (please specify): _____
- ☐ other; please specify: _____

5. On what evidence do you base these judgements? _____

6. To date, are any of the following available:

- ☐ survey instruments
- ☐ survey results
- ☐ research reports
- ☐ evaluation reports
- ☐ audio-visual material
- ☐ public information brochures
- ☐ other; please specify: _____

III. ADDITIONAL INFORMATION

A. Special Problems:

1. What have been the greatest obstacles to your program's effectiveness?

- ☐ insufficient inter-agency cooperation
- ☐ insufficient funding
- ☐ insufficient staffing

1. (cont.) What have been the greatest obstacles to your program's effectiveness?

   ☐ problem contacting the public

   ☐ insufficient public response/support

   ☐ other; please specify: _____

   _____

2. Have you identified any crime-related needs of the elderly <u>other</u> than those currently being addressed by your program?

   ☐ yes

   ☐ no

   If yes, please describe: _____

   _____

3. Have you identified any non-crime related needs of the elderly <u>other</u> than those currently being addressed by your program?

   ☐ yes

   ☐ no

   If yes, please describe: _____

   _____

4. Have you identified any particular problems which the police are having in providing services to or dealing effectively with the elderly?

   ☐ yes

   ☐ no

   If yes, please describe and indicate how you think they might be addressed: _____

   _____

   _____

5. Have you identified any particular problems which the elderly are having in their dealings with the police?

   ☐ yes

   ☐ no

   If yes, please describe and indicate how you think they might be addressed: _____

   _____

   _____

6. Do you have any plans for increasing the scope of your program activities, changing the direction of your current activities, or dropping any of your current activities?

   ☐ yes

   ☐ no

   If yes, please specify: _____

   _____

   _____

7. If your program is funded by a state, federal, or foundation grant, what will happen to the program when that funding expires?

   _____

   _____

   _____

8. Please provide any other information that you feel would help us to better understand the function, organization or effectiveness of your program:

   _____

   _____

   _____

   _____

B. Contacts:

1. Are you currently aware of or in contact with other crime and the elderly programs?

☐ yes

☐ no

If yes, please provide the name of your contact, the program title, and address: _____

_____

_____

2. Are there any books, articles, or training materials which have been particularly helpful to you and which you would recommend?

☐ yes

☐ no

If yes, please identify: _____

_____

_____

_____

Please remember to forward to us any program descriptions, training materials, or evaluation reports which you have available.

Thank you.

APPENDIX II

PROGRAM MATERIALS AND DESCRIPTIONS

Document 1 - Where Can A Victim Turn?
Victim Assistance Program
Rochester (New York) Police Department

Document 2 - Program Description
Victim/Witness Advocacy Unit
Evanston (Illinois) Police Department

Document 3 - Organizers Manual
WhistleSTOP Project

Document 4 - Neighborhood Watch Description
National Sheriffs' Association

Document 5 - *Senior Citizen Crime Prevention Program*
by Ron L. Willis and Paul G. Smith
Cottage Grove (Oregon) Police Department

Document 6 - A discussion on the use of senior volunteers in police work.
Crime, Safety, and the Senior Citizen
by Philip Gross
(Reprinted from The Police Chief, February 1977, pages 22-23.)

Document 7 - *Senior Home Security Program*
by Stephen D'Angelo
(Reprinted from The Police Chief, February 1977, pages 60-61.)

Document 8 - Crime and the Senior Citizen Questionnaire
International Association of Chiefs of Police (Reprinted from The Police Chief, February 1977, pages 19-20.)

DOCUMENT 1

WHERE CAN A VICTIM TURN?

Victim Assistance Program
Rochester (New York) Police Department

Where Can a Victim Turn?

Turn To Us

Contact the Victim Assistance Center

The suffering and anxiety endured by the victim of a crime lingers long after the criminal act.

All too often the innocent victim and the victim's family are faced with problems as a direct result of the crime.

Court problems.
Money problems.
Deeply personal problems.

And with these problems comes a feeling of helplessness. A feeling that nothing can be done, the fear that assisting in the investigation or prosecution of the case will cause further problems, or that the event wasn't important enough to warrant further involvement.

All crimes are important.
Something can be done.

Where can a victim turn? Turn to us. We're the Victim Assistance Program and we *can* help.

How The Program Works

The Victim Assistance Program is designed to help the victim of a crime on a voluntary basis.

How do we help?

By providing the information and assistance a victim may need as they pass through the criminal justice system.

There are many ways we can help.

Here are a few.

How To Report A Crime

If you are the victim of a crime and have not reported it to the police, the Victim Assistance Center can help you by telling you how and where to report that crime. We can also provide you with information on police and court procedures.

Where To Go

If you are to appear in court, we can provide you with maps and information regarding the location of courtrooms, places to park, whom to contact upon arrival, and what kind of questions you may be asked.

What Happens In Court

If you are unfamiliar with courtroom procedure, the Victim Assistance Center will orient you to general courtroom procedure, court-related agencies and their relationship to you and your case.

When To Appear In Court

We have access to information regarding court scheduling. Upon individual request we'll be able to tell you the latest court cancellations and re-schedulings in an effort to prevent any inconvenience to you.

Trial Progress

We will attempt to answer all inquiries you may have regarding the status of the court proceedings which relate to you.

Recovering Property

If your stolen property has been recovered and is being held by the Property Office, we will work with the Property Clerk and you to attempt to facilitate the return of any property belonging to you.

Victims Compensation Benefits

It is possible for eligible injured or disabled victims of violent crime to collect compensation benefits, unreimbursed medical expenses, lost earnings. These benefits may also be available to persons who are dependent for their principal support on a victim who died as the result of a criminal act.

Call us for further information at **428-6630** or **428-6631.**

Rape Crisis Center

Victims of rape or rape attempts will be put in contact with the Rape Crisis Center upon request. The Rape Crisis Center is highly experienced in this particularly sensitive area and will provide confidential assistance tailored to the victim's needs.

Transportation

If you have a serious transportation problem, call us and we will attempt to assist you. **Call 428-6630 or 428-6631.**

Avoiding Crime

The Victim Assistance Program can schedule informational meetings relative to crime prevention techniques.

Getting Help

There are a number of agencies that provide services that the victim of a crime may find valuable. For example the Center can assist you in obtaining:

- Counseling—various forms of counseling including family counseling, medical, and psychiatric.
- Child care—baby sitting services, day care centers and foster care services.
- Emergency shelter and housing.
- Legal counseling, aid and assistance.

The Victim Assistance Center is open to all victims and witnesses of crime and their families. We're here to help. Call us or visit us if we can be of service.

Call 428-6630 or 428-6631

Address

Victim Assistance Center
Room 104
Plaza Level
Public Safety Building
Police Department
City of Rochester

DOCUMENT 2

PROGRAM DESCRIPTION

Victim/Witness Advocacy Unit
Evanston (Illinois) Police Department

The Victim/Witness Advocacy Unit of the Evanston Police Department provides comprehensive services to victims and witnesses of crime in Evanston. The Unit's primary goals are:

1. to provide services to crime victims & witnesses
2. to encourage the community's participation in the Criminal Justice System.
3. to improve the community's understanding of the Criminal Justice System
4. to encourage the Criminal Justice System to become more responsive to the needs of victims and witnesses

The Victim/Witness Advocacy Unit will work toward achieving these goals in the following ways.

CRISIS SERVICES

- Emotional Support
- Emergency food, clothing, shelter
- Referral for further assistance

Victim/Witness Advocates are available on a 24 hour basis to be called in by a police officer immediately, or shortly after, a crime has occurred in order to assist a victim or witness in need of emotional support or emergency services. If victims do not require immediate services, police officers may arrange for the victim or witness to be contacted by the Unit the next day. In addition, Victim/Witness Advocates contact all victims of major crimes as soon as possible after an incident to explain the services of the unit and to insure that victims receive necessary services either directly through the Unit or through referral to community agencies.

COURT & ADVOCACY SERVICES

- Information about the Criminal Justice System
- Transportation
- Contact with Employers

Victim/Witness Advocates are also available to provide assistance to victims and witnesses as they make their way through the complex, and frequently overwhelming, Criminal Justice System. Advocates will be glad to answer questions about the Criminal Justice System and the victims' and witnesses' role in investigation and court proceedings. In addition, Advocates are available to assist individuals who are requested to testify in court. Advocates will contact employers on behalf of the witness in an effort to arrange time off from work without loss of pay. Transportation to and from court will also be provided if necessary.

CRIME VICTIMS COMPENSATION

- Medical and hospital expenses
- Loss of earnings
- Funeral and burial expenses
- Loss of support

If you are a victim who sustained personal injuries as a result of a crime, you may be eligible for monetary compensation under the Illinois Crime Victims Compensation Act. This Act was designed to help reduce the financial burdens imposed on innocent persons who are seriously injured as a result of violent crimes and also to encourage cooperation with law enforcement agencies. The Victim/Witness Advocacy Unit can help determine if you are eligible for compensation. Advocates will assist you in making your claim and will expedite the processing of your claim in whatever way possible.

COMMUNITY EDUCATION

Community education is also an important component of the Victim/Witness Advocacy program. Advocates are available to speak with community organizations and clubs in order to familiarize the community with the services of the Unit as well as to educate the community about the Criminal Justice System and the role which victims and witnesses play in that system.

If the Victim/Witness Advocacy Unit can be of help to you in any way, please contact us at 491-1500 Ext. 431. We are here to help you with any problems you may have as a result of your having been a crime victim or witness.

CALL US AT 491-1500 EXT. 431

DOCUMENT 3

WHISTLESTOP

ORGANIZERS MANUAL

WHISTLESTOP

ORGANIZERS MANUAL

INTRODUCTION

The most important element in a successful WhistleSTOP Project is an effective organization which will take on the responsibility for educating the community, publicizing the project and distributing the whistles. This manual presuposes such an organization and details various ways for publicity, training and distribution.

The first step in organizing a WhistleSTOP project is to determine a budget and then to set up a timetable. The central event in the timetable will be the WhistleSTOP Kick-Off. In determining the Kick-Off date, you should allow enough time to prepare the community to participate in the program through publicity and training but the date must not be set so far in the future that initial interest in the program is dissipated.

FINANCIAL CONSIDERATIONS

It is extremely important to work out a budget which will reflect all of the costs that your organization will incur. The basic budget for a WhistleSTOP Project is composed of the following considerations:

- The basic cost per Whistlepac. (Whistle, chain, direction sheet, window sticker)
- The amount of money necessary to initiate the Project. (SEED money)
- The price at which the whistles will be sold.

In determining the basic cost per whistle, in addition to the cost of whistlepac itself (see the Prospectus) you may incur costs to amount per whistle built in to cover loss of whistles (10%).

The initial cash outlay, or seed money, depends on the number of whistles to be sold. For WhistleSTOP to work effectively, we judge that at least one-fifth of the community should buy whistles. To reduce the seed money, especially in larger communities, we advise communities to budget for one-third of their target number to sell this many whistles, recoup their investment and then to repeat this process twice more.

PRE-KICK-OFF PHASE

The major concerns of this phase are police coordination, publicity and public relations, education and training and the establishment of a distribution network. A possible organizational structure should include a Steering Committee, Publicity Chairman, etc.

POLICE COORDINATION

Before launching a WhistleSTOP program, it is absolutely necessary to ensure adequate police response. Set up a meeting with the commander of your police district or department. Explain to him how the program is to work, when it is to start, and how it is to be publicized in the community. Allow enough lead time to ensure that printed information about WhistleSTOP can be distributed to all beat police in your community. (See sample instruction sheet for policemen in the back of the manual.) Be prepared to answer possible questions the police might raise; such as: the problem of false alarms and increased workload for beat police, possible injury to victims due to inappropriate use of whistles, and the possibility of interference with police work by overenthusiastic individuals.

Indicate how the police willingness to support your project will lead to a substantial improvement in police community relations.

Continue to keep the district commander informed on all details of your program in order to insure his continued support.

PUBLICITY AND PUBLIC RELATIONS

You must make every effort to make your community aware that you are about to launch Project WhistleSTOP. It is important that when Kick-Off Day arrives, residents are conscious of this new community program, and that when whistles are put on sale, the people know what they are, when they are to be used, and how to respond to this new signal alarm system. There are many techniques by which this can be done successfully.

Flyers: Flyers should be handed wherever people congregate: at supermarts, church services, schools, banks, department stores. If possible, a flyer should be sent to every resident in the community. Try to have your flyers included in the mailings of others as well as your own. They can be sent along with bank statements and other organizational mailings. If you mail the flyers yourself, remember to include the cost in your budget.

Posters: Posters should be displayed prominently where most people are likely to see them, in store windows, community bulletin boards, etc.

Newspapers: Work closely with your local newspaper. Try to write up your own announcements and publish something often enough to keep the project alive in the mind of the community. Press releases should center around some event: the decision to start a Project WhistleSTOP, the support of community leaders, the source of financial contributions, the establishment of the Kick-Off date.

You should also try to get some press coverage from city-wide media, newspapers, television, radio by mailing them copies of all press releases and following up with phone contacts.

Meetings: The best way to make Project WhistleSTOP known to the community is by explaining the program face to face. If you have a strong organization, call a special meeting at which you can combine publicity with training and education. Try to get on the agenda of other meetings, go to

PTA, social, business meetings. Senior citizens are always extremely interested in community safety.

EDUCATION AND TRAINING

You will need a sufficient number of volunteers to serve as public speakers and educators. If possible, train volunteers to do this at one or two sessions; then concentrate on training the public.

EXPLAINING THE PROGRAM

Stress WhistleSTOP as a citizen involvement community safety program. The basic assumption of WhistleSTOP is that a community can be made safe only if each individual is concerned with the welfare of his neighbor. WhistleSTOP provides an alternative to those who don't want to get involved simply because they don't know how to help. Explain the use of the window sticker in terms of letting your neighbors know you are prepared to help them when called upon. Mention the benefits of the program to senior citizens who may have no other ways of signalling distress.

Be prepared to answer common questions on the program such as: What about false alarms? There are always false alarms, most commonly from people who are overeacting. The police are prepared to deal with this. They have generally stressed that anyone who suspects a crime should let the police know immediately and should not wait to make sure a crime has actually been committed. Make the analogy between the whistle and the false alarm. False alarms do not destroy the validity of the program. What about children? Couldn't they destroy the program? First, children themselves need protection. They are out on the streets more and are very often the targets for holdups and beatings. Children can be trained to use the whistle successfully and this training, especially by parents, should be stressed.

A SPECIAL NOTE: Make every effort to include young people, especially teenagers, in the program. Ask them to be volunteers at training or in

the office. It is very important that they not be excluded. Teenagers are most likely to be out on the street and can be an important adjunct to an eyes-on-the-street safety program.

DISTRIBUTION

It is crucial to get the whistles to the people and not expect the people to come looking for the whistles. Sell the whistles at large meetings, at stands in shopping plazas, after church, etc. Ask local merchants to sell the whistles for you, at supermarts, department stores and smaller stores. Give them posters and arrange an attractive display. Make sure people know where the whistles are available.

KICK-OFF PHASE

Just before Kick-Off, contact the police commander again. Tell him that you are going to launch the program on the given date. Make sure that beat police have been informed and are ready to respond to WhistleSTOP calls.

The Kick-Off is the central event in the program timetable. It should be very well publicized as a very important community event. Make the Kick-Off as big as possible. Community leaders, sponsors, merchants and the police should be present. Try and get as much coverage as you can.

POST KICK-OFF PHASE

Have speakers for all community meetings. Continue education and training. Continue to get articles into the local paper. The degree of success of the program depends on the number of whistles in circulation. You may not have a successful incident at first because too few people have purchased them.

There are degrees of success and each successful incident should be publicized in flyers as well as in the local paper. If someone in trouble blows the whistle and other whistles respond, that is a success and should be written up as one. If whistles stop or prevent a crime, that is another

level of success. If in addition, the suspect was apprehended, you have a completely successful WhistleSTOP incident. Continue in this way to let the public know that WhistleSTOP works. This is the best insurance you have that the program will continue to grow in your own community.

WhistleSTOP is an ongoing program. What the sound of the whistle means and how residents should react to it should be known and accepted through out the community. The use of whistles should be as automatic a response to trouble on the street as fire alarms are to a fire.

SUMMARY

Having now successfully established a WhistleSTOP program in your community, you should remember that you have rendered a service to community residents that, if used properly, can be a highly effective deterrent to street crime. Its continued growth will depend upon your efforts to report WhistleSTOP successes back to the community at periodic intervals.

WHISTLESTOP COMMUNITY SERVICES
EDGEWATER COMMUNITY COUNCIL
1112 West Bryn Mawr
Chicago, Illinois 60660
(312) 334-5609

Mary Garrity, Coordinator

INFORMATION FOR POLICEMEN ABOUT WHISTLESTOP

WHAT IS WHISTLESTOP?

WhistleSTOP is a signal distress system that gives neighbors a way to help each other. WhistleSTOP allows a community to get together in the midst of a crisis.

HOW DOES WHISTLESTOP WORK?

When someone sees somebody in trouble, the person blows his whistle. Other people hear the whistle, call the police and then blow their whistles. Once a number of whistles are blowing, people are encouraged to move from their homes to the sidewalk and toward the first whistle.

WHAT WHISTLESTOP DOESN'T DO

WhistleSTOP, in no way, pretends to do the job of the police. WhistleSTOP is intended to help a community to be a community. That is, to stick together and help each other in a crisis. A community helps itself by helping the police. That is the ultimate goal of WhistleSTOP to help the police do their job.

HOW POLICE CAN BEST RESPOND TO WHISTLESTOP

When they hear whistles, they should go to the place where whistles are being blown. When the policemen get there, they should ask those blowing the whistles what the problem is. The radio dispatcher should also have information that has been called into him as to the nature of the problem and perhaps the escape route of the assailant.

Some people blowing whistles will not know what the problem is. They can tell you where the first whistle blowing came from.

Please be patient. Many people will be confused and overexcited. Indeed, the whistle incident may be the result of someone having overreacted

and blown his or her whistle when there wasn't actually any trouble. But it is better that the community be too vigilant than not vigilant enough. Often the whistle incidents will be genuine.

When you get a moment after dealing with the crisis, let the people at the scene of the crime know what you are doing, what you have done and what will happen next. WhistleSTOP should provide you with plenty of witnesses if you need them.

DOCUMENT 4

NEIGHBORHOOD WATCH DESCRIPTION

National Sheriff's Association

NEIGHBORHOOD WATCH

PREVENT BURGLARIES

The National Neighborhood Watch is total participation and involvement in a Sheriff-Citizen mutual help cooperative battle against burglaries, its primary purpose being the protection of your property.

Nationally in the past five years, burglary has increased 70% and larceny 109%. These crimes against you and your neighbors therefore represent a countrywide problem. These two crimes alone total in excess of 70% of all reported crimes.

Make the effort! Become acquainted with your neighbors. Discuss The National Neighborhood Watch Program with them. If you know they are away and you see an obvious invitation to a burglar, correct it. Close the open garage door, remove the accumulation of newspapers from the door stoop. Why not be friendly?

PREVENT BURGLARIES

America's sheriffs are increasingly concerned because burglaries last year multiplied twice as fast in suburban and rural areas as they did in cities.

Burglary has been a comparatively safe crime to commit. Only with active citizen cooperation can the sheriff hope to make it unprofitable. Let us help one another reduce burglaries in every county in America.

Ferris E. Lucas, Executive Director
National Sheriffs' Association

Brightly colored window and bumper stickers have been designed for the National Neighborhood Watch Program Campaign. Use of these materials is designed to warn potential burglars that their chance of being observed and apprehended is greater. Window stickers are to be prominently displayed on the front door or in a window facing the street.

Be suspicious of that man you have never seen before. *The unauthorized candy seller or the teenager selling newspaper and magazine subscriptions may use an unanswered doorbell as the opportunity to enter an unsecured home. Keep an eye on all strangers while they are in your neighborhood* (54% of all burglaries are committed by youths under 18).

That person (young or old) "taking a shortcut" through your backyard may have broken into your neighbor's home. CALL YOUR LOCAL SHERIFF OR OTHER LAW ENFORCEMENT AGENCY.

PREVENT BURGLARIES

Don't assume someone else has called (Emergency phone number stickers are available from your local sheriffs' office and other law enforcement agencies).

Babysitters.—Always leave a number where you or your doctor can be reached—Advise the sitter—*Never* admit strangers, always lock exterior doors, never leave children alone.

Know your neighbors and their cars by sight. Obtain their phone numbers; give them yours.

Write down license numbers and descriptions of strange cars. *That moving van may not have been ordered by your neighbor.*

Lock all doors and windows—even in summer. *Many daytime apartment burglaries are committed by the use of a "slim." Installation of dead bolt door locks curtails this type of entry. Place a broom handle in the lower track of sliding doors.*

REMEMBER—REPORT PROMPTLY SUSPICIOUS CONDUCT OR CIRCUMSTANCES TO YOUR SHERIFF OR OTHER LOCAL LAW ENFORCEMENT AGENCY.

PREVENT BURGLARIES

- Leave a radio playing and different lights burning every time you go out at night. *An inexpensive timing device is helpful. Phone your neighbor; inform him when you leave and when you expect to return to your residence.*
- Padlock the garage door, especially if it is attached to the house. *Why hide a burglar who's breaking into your home?*
- Don't advertise that you're on vacation. *Cancel all home deliveries of newspapers, milk, etc.; pick up tools, lock the garage and gates, and don't provide a means for entry to a burglar.*
- Leave a key with your neighbor; don't put a key under your doormat. *Ask him to pick up your mail. Change position of your blinds and drapes daily.*
- Record the description and serial numbers of your personal possessions. *Mark articles that do not have serial numbers. Stolen articles that lack positive identification marks are seldom returned to their owners.*
- Notify your sheriff and other local law enforcement agency of your vacation dates. *Request them to make periodic checks of your home during your absence.*

PREVENT BURGLARIES

- If you have reason to believe that a burglary was committed while you were away, DO NOT ENTER! Use your neighbor's phone and call your local sheriff or other law enforcement officer IMMEDIATELY. *The burglar may still be there. Watch the house and wait for the sheriff or other law enforcement officer.*
- Help your neighbor. *Barking dogs could mean prowlers. Look and listen!*
- Was that light a beam from a flashlight? *You may see it only once. If you know your neighbor is away, call your local law enforcement agent.*
- Take that extra minute or two to check your home before leaving. *A few months' salary can be taken from your home in seconds.*

SEVERAL STEPS TO SECURITY
RISK REDUCTION TECHNIQUES
DEVELOP YOUR DEFENSES
THINGS TO REMEMBER
NEVER GIVE A BURGLAR AN EVEN BREAK!

THE NATIONAL SHERIFFS' ASSOCIATION'S

NEIGHBORHOOD WATCH

PROGRAM

PREVENT BURGLARIES

A self help crime prevention program to reduce threats to you and your neighbor's property.

HOW? Some simple steps to increase security which reduce risk and vulnerability and will minimize loss of property.

THE NATIONAL SHERIFFS' ASSOCIATION
in cooperation with your
LOCAL LAW ENFORCEMENT AGENCY
funded by a grant from the
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
UNITED STATES DEPARTMENT OF JUSTICE

DOCUMENT 5

SENIOR CITIZEN CRIME PREVENTION PROGRAM

By: Ron L. Willis
Chief of Police
Cottage Grove, Oregon

and

Paul G. Smith
Captain, Executive Officer
Cottage Grove, Oregon

"Law without enforcement is just a word - enforcement without active participation of the people is impossible."

The above philosophy, along with an increasing crime rate and diminishing budgetary resources, led to the establishment of the Senior Citizen Volunteer Crime Prevention Program in the Cottage Grove, Oregon Police Department.

The State of Oregon is 22nd in population of the fifty states in the U.S.; based on crimes per hundred thousand population, Oregon ranks 5th in the nation in the area of burglary, 9th in the area of rape, 7th in the area of larceny and 15th in the area of auto theft. From 1973 to 1974 burglary increased a total of 16.9%. All crimes within the state increased 20.3% during the same period.

Cottage Grove, is a community of seven thousand people, in west central Oregon and located on a major north-south interstate highway, Cottage Grove draws its primary economic support from the lumber industry. Here the crime rate in 1975 doubled over that in 1974. In fiscal year 1974-1975 the city budget was voted down, cutting police department personnel by two members.

The traditional police role within the community has neglected to provide individual citizens with viable opportunities to participate in the police function.

Twenty-two percent of the population of the community is composed of people over 65 years of age, most of whom are on fixed incomes. Many of them do not know where to turn when victimized or in need of services. Though some seniors are involved in such activities as service and hobby clubs, church work and lobbying, many are uninvolved and are a potential resource of time and energy. The senior population is available to provide a much

needed component within the police department.

Crime prevention, most simply stated, is the reduction of criminal opportunity. A volunteer program within the police department offers an integrated police/community approach to crime prevention. Potentially, such a program can encourage participation of all members of the community, regardless of age, race, economic status or ability, can help reduce criminal activity, and can maximize use of tax dollars. The success of such a program can be evaluated by the extent of citizen involvement and reduction of crime.

With this background of philosophy and circumstances, the Cottage Grove Police Department recruited four senior citizens for a volunteer crime prevention program in March, 1975. They were involved in a training program which acquainted them with the activities and responsibilities of the local police and with other city department, to establish a viable, effective working relationship with city government and with other groups and organizations within the community. It became clear to the senior volunteers and all who were associated with them in the training process that the program offered a feasible and economical approach to reduction of criminal opportunity. It was also apparent that education of individual volunteers and an integrated approach was essential.

In July, 1975, the Senior Citizen Volunteers, attired in emblem-adorned blue blazers provided by the Police Department, launched "Operation Identification." In a door-to-door campaign, they visit the homes of the community to point out need for household care such as proper locks, windows, doors, etc. They also mark personal belongings with electric pencils and make inventories of property for a special police department file. Stickers on the windows of inventory-guarded homes are now in evidence to deter potential

intruders. Community awareness and pride in the activities of the senior volunteers has raised the public consciousness about crime prevention.

In the course of their identification program, the volunteers are finding that often senior citizens (as well as the general populace) have difficulty in dealing with service agencies. They do not know where to make contact as problems arise and the problems become compounded with the passage of time. It is the intent of the Senior Citizen Volunteer Program to become very familiar with the operation of county, state and Federal agencies to provide information on Social Security, food stamps, welfare, medicare and other related resources which are available. As the volunteers become knowledgeable about services, they can serve as information sources as well giving the assistance to assure that services are provided for individuals in need.

At present the Senior Citizen Volunteers function within the following guidelines:

General Responsibilities:

The Senior Citizen Volunteers shall have no rank within the Police Department. They do represent the Police Department in all contacts relating to their volunteer activities in crime prevention. They will be subject to the rules and regulations of the Department. They will be responsible for keeping statistical data on crime within the city as supplied by the Criminal Investigation Bureau Commander. They will keep abreast of how local statistics relate to other areas in the county and state, be cognizant of criminal trends within the general area and initiate public information to curb those trends. They will be kept versed on the current crime prevention equipment

and techniques. They will work with all members of the Department in the areas of community crime prevention.

Specific Duties:

1. Attend all meetings and training sessions that pertain to the general job function, including all meetings of the Crime Prevention Officers of Lane County and the State of Oregon.
2. Work with senior citizen groups in the area of crime prevention, such as Senior Citizens Lobby, Riverview Terrace Retirement Home, etc.
3. Establish a crime prevention program within the community through public presentations such as slide programs, talks, video tape programs, motion pictures, news reports on radio and TV.
4. Keep a file on statistical information on current and past criminal trends.
5. Maintain a file on completed home inspections, maintain files on all other pertinent data in this area.
6. Work with the elderly within the community on the various methods of protecting their personal items and homes from crime.
7. Establish rapport with the business community to enable the volunteers to work with them on criminal activity prevention, including building inspections for burglary prevention, information on bad checks, and other pertinent crime prevention information.
8. Maintain an active membership in the Oregon Crime Prevention Association.

9. Organize security surveys designed to reduce areas of risk in both commercial and residential areas.
10. Stimulate enthusiasm for a positive attitude in the prevention of crime by taking the initiative from the criminal.

As the program evolves, the Senior Citizen Volunteers will work in two-person teams to make home inspections as prescribed in training sessions. Volunteers will utilize city equipment and vehicles only when making inspections. After the inspection of the residence or business is completed, the homeowner or business owner will be given a copy of the check list utilized by the volunteer. Two to four weeks after the inspection is made, a follow-up inspection will be done to ensure that corrections are made. If the corrections are not made, notations to that effect will be made on the follow-up portion of the check list. There will be no further follow-ups.

When making home inspections, the volunteer team shall notify the Executive Officer of their location and approximately how long the inspection will take. When the inspection is completed, the team will return to the Department to check in with the Executive Officer. All inspections will be done at the direction of the Executive Officer.

While it may be difficult to judge the effectiveness of this type of program, it was a goal at the onset to attempt to reduce the burglary rate by five percent. This was a rather ambitious undertaking in view of the fact that burglary increased 30% in 1975 over 1974. After less than two years of operation the Senior Citizen Crime Prevention Program can boost a reduction of burglary crime of 23% in 1976 over 1975. The program inspected 77 homes in 1975 and 234 in 1976. With their home inspections the members of the program are furthering community involvement within the community.

Neighborhoods are aware of the burglary problem and are watchful of suspicious activity. When suspicious activity is noted, they report it to the Department. In that way the Department has been able to react, thus the reduction.

In the criminal justice field there have been many inquiries into the program. Publications such as The Oregon Police Officer, The Police Chief, and Target have carried the story of the program. The Department has received over 200 inquiries on the program from virtually every state in the union.

There is excitement and enthusiasm in Cottage Grove for the Senior Citizen Volunteer Crime Prevention Program. It has potential for growing, but that growth will be developed in reasonable and manageable increments to assure sound and effective participation of the people of the community in the law enforcement process.

DOCUMENT 6

A DISCUSSION OF THE USE OF SENIOR VOLUNTEERS IN

POLICE WORK

(Reprinted from The Police Chief, February, 1977, pp. 22-23).

4. The utilization of senior volunteers in nonhazardous police activities is the last type of program found in the Directory. Seniors are currently performing a variety of functions from actually patrolling their own communities to registering bicycles. The roles seniors can play is limited only by the imagination of the police planner and administrator. However, in utilizing senior volunteers the issue of liability must be addressed. To deal with this it is recommended that (1) either the senior be required to bring a statement from his/her doctor attesting to their ability to perform the assigned task or that the department's physician give them a physical exam and (2) that appropriate sections of the potential list of liabilities, as listed in *Figure 4*, be reviewed by the department's legal advisor. While this list may seem extensive, a number of the potential liabilities listed will only be appropriate to certain tasks which will most probably not be engaged in by senior volunteers. Section C will, in most cases, be the most relevant section to review.

In addition to the use of senior volunteers in nonhazardous police activities, the senior volunteer can serve a valuable function as a liaison between the police department and the older citizen, both in preventative programs and during investigations. As rape crisis centers and more female investigators are being used to aid sex offense victims, senior volunteers can be used to counsel and provide comfort to older victims of crime during their recovery from this very often traumatic act.

Figure 4

This list of possible liabilities was prepared by Michael Korb, supervising attorney with the IACP Legal Development Division, for use by those departments considering the use of senior citizen volunteers.

POSSIBLE LIABILITIES RESULTING FROM THE USE OF VOLUNTEERS (SENIOR CITIZENS) IN LAW ENFORCEMENT FUNCTIONS

A. Use of police motor vehicle resulting in personal injury and/or property damage:
   1. To owner, operator, and/or passenger in other vehicles or to pedestrian or owner of other damaged property.
   2. To volunteer driver.
   3. To police officer passenger.
   4. To prisoner passenger.
   5. To volunteer passenger.
   6. To property of police department.

B. Use of personal motor vehicle resulting in personal injury and/or property damage:
   1. To owner, operator, and/or passenger in other vehicles or to pedestrian or owner of other demaged property.
   2. To volunteer driver.
   3. To police officer passenger.
   4. To volunteer passenger.
   5. To property of police department.

C. Personal injury to volunteer while engaged in law enforcement functions (other than the operation of a motor vehicle):
   1. Resulting from own negligence.
   2. Resulting from action of a third party.
   3. Resulting from cause other than own negligence or action of a third party.

D. Personal injury or property damage to a third party resulting from accidental or intentional action of volunteer (other than the operation of a motor vehicle).

E. Violation of the civil rights of a third party.

F. Slander or libel of a third party by volunteer.

G. Violation of terms of contract with union.

H. Performance of duties not authorized or prohibited by law.

I. Liability to spouse for loss of consortium if volunteer killed or severely injured.

POTENTIAL SOURCES OF INFORMATION TO ANSWER THE ABOVE MENTIONED ISSUES

Legal advisor or department counsel.

Insurance agent.

City or county charter or other applicable special act.

General liability insurance policy.

Professional liability insurance policy.

Motor vehicle liability insurance policy.

Workmen's Compensation Act.

Local rules or regulations or court decisions affecting use of volunteers in police activities.

DOCUMENT 7

SENIOR HOME SECURITY PROGRAM

Senior Home Security Program

ST. LOUIS
MISSOURI

By Stephen D'Angelo

Mr. Kevin Chalcraft, Title X worker in training, learns how to install a mail-slot and double-cylinder deadbolt lock.

STEPHEN D'ANGELO is the director of the Senior Home Security Program, Mayor's Office for Senior Citizens, 560 Delmar Blvd., St. Louis, Missouri 63101. After graduating from St. Louis University School of Social Work in 1975, he was named assistant director of the program and appointed director in June, 1976.

U.S. Department of Justice
National Institute of Justice

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A LOU HARRIS poll conducted in November 1975 for the National Council on the Aging, Inc., found the elderly stressed crime as their number-one fear.

In December 1975, the Mayor's Office for Senior Citizens, in St. Louis, Missouri, under Commissioner Father Lu Cervantes, submitted to the National Council on the Aging a proposal designed to combat crime against the elderly. The proposal requested funds for the hiring of 20 crews of three-men per crew to install burglar-proofing equipment in the homes of senior citizens.

The National Council on Aging returned the proposal and requested that the project hire 84 persons with a total budget of $415,635. Funds were allocated to the National Council on Aging by the Department of Commerce, Economic Development Act of 1965. Plans called for the HEW's Administration on Aging to monitor the project to assure that senior citizens would be the primary recipients of the project.

Although the project was slated to begin January 1, 1976, it was not possible to begin until the middle of March. The delay was the result of problems in finding trainable individuals within the strict poverty guidelines of the fund agreement. When the project finally began in mid-March, the main objective of the program, for the first weeks, was to hire men and women over the age of 55 who met federal poverty guidelines to work as installers of the burglar-proofing devices. Those persons who had previous experience in carpentry were immediately assigned to install burglar-proofing equipment such as locks, door viewers, and pinning windows.

In the beginning, only a few individuals were qualified to install the burglar-proofing equipment. During April and May, only 20 persons were actually doing the installing. We contacted the Kennedy Manpower Training Center and set up a training program to teach qualified men how to use the tools and to measure and do installing. Based on this crash course, we were able to put together several more crews to install security devices. A total of 45 men were assigned to the security detail.

During the months of March, April, May, and June, the total enrollment was brought up to 115 individuals. With only 45 men assigned to security installation, we had to find jobs for the other men and women. This led to the diversification of the original project. Women were assigned as secretaries to other departments of the Mayor's Office on Aging; men were assigned to other tasks such as cutting the grass of seniors' lawns; and a telephone reassurance program was started to call senior citizens, organize volunteers, and lend technical assistance to Senior Centers. Almost one-thousand senior citizens who were lonely shut-ins were called daily so that their safety was assured.

A painting program was started, and senior citizen centers were given a "face lift." Most of the thirty centers in the city needed repair or painting. Over half of them have now been completely painted. In addition, the painting crew laid the groundwork for the rehabilitation and painting of homes owned by seniors.

As a follow-up to the facelift of centers, a maintenance crew now goes to over twenty centers weekly and cleans floors, restrooms, and kitchens.

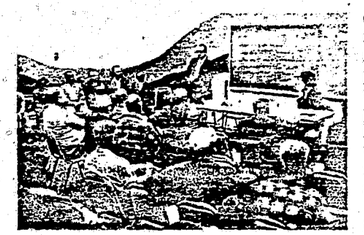
To increase the protection of senior citizens, a program was started in cooperation with the fire department to make fire safety checks of homes and install smoke detectors. Decals have also been placed on the doors or windows of seniors who are homebound. Persons in a wheelchair have a firehat decal with a wheelchair on it, and those confined to bed have a decal with a bed in the firehat.

Finally, several individuals showed exceptional ability and were assigned to direct the project. These men and women were placed in charge of the various departments of the Senior Home Security Program. Their efforts and ability to assume responsibility led to the success of the entire project.

After the police officer makes a security check of the home, a copy of the inspection is forwarded to the Mayor's Office for Senior Citizens. The senior citizen is called and an appointment is made by a staff member. He then goes out to the senior citizen's home, explains the cost of materials necessary to burglar-proof the home, and asks if the senior wishes to have the work done. While the representative is there, the type of locks needed is determined, windows and doors are measured, and a tentative date for work to be done is set.

The representative then returns to the office, fills out a work order, and assigns a crew. The client is notified of the exact time and date when work will be done. The day the work crew goes out to the home of the senior another call is made to confirm the time.

This project has been a tremendous success, mainly because something physically is being done to stop crime. Most programs only educate the elderly in ways they can prevent crime. Nothing is done to insure that those prevention measures are taken. Although the Senior Home Security Program provides labor free, the senior citizen is required to pay for the materials. In order to cut the cost of materials, the locks, security screens, plexiglass, mail slots, door viewers, etc., were purchased in quantities. For example, locks that would retail at the local hardware store for more than $20.00 were purchased in orders of 300, thus reducing the cost of each lock to a more affordable $13.00.



Officer Ray Kaufman conducts orientation on installation of burglar-proofing equipment for first work crews.

William Dauphin (left) and Ken Suitzer, two Title X senior home security workers, install a double-cylinder deadbolt lock.

Officer Ray Kaufman makes security check of senior citizen's home.

As the program progresses, we have found that burglarly has had a special effect on the elderly of St. Louis. Usually, the burglar has made no elaborate plans when he commits his crime. The residence with the most appeal is the one that looks empty. Very often, a senior citizen will be occupying that "empty" home. The burglar often enters through a basement window or an insecure door and finds his elderly victim quietly sitting, dozing off as he or she watches television in the late afternoon.

The robbery that takes place is frightening. The robber unplugs the television, startling the victim to such a degree that he is not sure if he is dreaming or awake. The robber then bullets from the residence, grabbing any wallet or money that is visible, never to be seen again. The victim sits in a daze for twenty minutes before calling the police.

By the time the police arrive, the robber has been gone for more than a half hour. The police question the victim and try to reassure him or her. Friends tell the female victim how lucky she was not to be beaten, raped, or murdered. For the following months, the victim has trouble sleeping at night. He listens for every sound in the night and is continually calling the police for the slightest suspicious thing. The police tell the victim to secure his house better with locks, security screen, window pinlocks, plexiglass, etc. An attempt at this is made, but often the expense to install these items requires strict budgeting. Gradually, the victim has the house secured, putting aside money from his social security check. The total bill comes to a little over $300.00.

If the victim had lived in the city of St. Louis, Missouri, he could have called the Senior Home Security Program. Within a day, he would have had everything secured for a cost of about $50.00 — and may even have qualified for this service to be free if his income is at or below poverty level.

With over 126,000 senior citizens living in the city of St. Louis, the project has barely scratched the surface. Since the Senior Home Security Program began in April 1976, over 1,000 homes of senior citizens have been secured with burglar-proofing equipment. Of those homes, not one has been burglarized. The senior citizens have even more than security — they have peace of mind. ★

DOCUMENT 8

CRIME AND THE SENIOR CITIZEN

(Reprinted from The Police Chief, February 1977, pp. 19-20)

CRIME AND THE SENIOR CITIZEN

This survey instrument was developed for use by police departments to serve as one source of information concerning crime and the senior citizen. The version reproduced here is based upon the experiences of the five demonstration cities. (When reproducing this survey, large type and double spacing should be utilized to facilitate its readability by the senior citizens.)

SECTION I. BACKGROUND INFORMATION

Your answers to the questions in this survey will help us in providing ways to protect all senior citizens.

Since these questions deal with background items, you may feel that you do not want to answer some of them. However, this entire questionnaire is strictly anonymous. There is no way you can be identified, so we hope you are willing to give accurate information.

Your answers may be very important in helping us solve the special problems of you and your fellow senior citizens.

1. Please give your age: ___
2. Sex: ___ Male ___ Female
3. Living arrangements:
   - ___ I live alone.
   - ___ I live with 1 other person.
   - ___ I live with 2 or more others.
4. Housing:
   - ___ I own my own home.
   - ___ I am renting my home.
   - ___ I live with relatives.
   - ___ Other.
5. Daily Activity:
   - ___ I am self-sufficient for almost all routine household and shopping chores.
   - ___ I have some help for these routine needs.
   - ___ I have help for most of these needs.

SECTION II. GENERAL SURVEY

1. How often do you go out after dark?
   - ___ 4 times a week or more
   - ___ 1 to 3 times a week
   - ___ 1 to 3 times a month
   - ___ Less than once a month
   - ___ Never
2. When do you feel safe in your home or apartment building?
   - ___ Never ___ Daytime
   - ___ Nighttime ___ Always
3. When do you feel safe in your yard or grounds of apartment?
   - ___ Never ___ Daytime
   - ___ Nighttime ___ Always
4. When do you feel safe in your neighborhood?
   - ___ Never ___ Daytime
   - ___ Nighttime ___ Always
5. When do you feel safe in the shopping areas you use?
   - ___ Never ___ Daytime
   - ___ Nighttime ___ Always
6. When do you feel safe on public transport?
   - ___ Never ___ Daytime
   - ___ Nighttime ___ Always
7. When do you feel safe in your car?
   - ___ Never ___ Daytime
   - ___ Nighttime ___ Always
8. Have you had contact with the police since living here?
   - ___ No ___ Yes, once ___ Yes, twice
   - ___ More than twice

   If you answered "No" to Question 8, go to Question 13.
9. If you said "Yes" to Question 8, what were the circumstances? Check all that apply:
   - ___ I was the victim of a crime.
   - ___ I was in an accident.
   - ___ I was ill.
   - ___ I needed other assistance.
   - ___ Other. Explain: _____
10. If you answered Question 9, how would you describe the response time of the police?

    ___ Excellent ___ Average ___ Poor
11. If you answered Question 9, how would you describe the service provided by the police?
    ___ Excellent ___ Average ___ Poor
12. If you answered Question 9, how would you describe the overall service provided by other agencies involved?
    ___ Excellent ___ Average ___ Poor
    ___ What other agencies were involved? _____
    ___ No other agencies were involved
13. Have you ever attended a program presented by the police department?
    ___ Yes ___ No
14. What was the subject discussed? ___
    _____
    ___ I do not remember.
15. Have you adopted crime prevention techniques as a result of the presentation? ___ Yes ___ No
16. If you have not had personal experience, how would you describe the police protection in your neighborhood?
    ___ Excellent ___ Average ___ Poor
    ___ I have had personal experience with the police.
17. To what extent has your feeling about crime hampered your freedom of movement and activity throughout the city?
    ___ Greatly ___ Somewhat ___ None
18. If you were alone in your home and felt afraid, who would you call first?
    ___ Family ___ Neighbor
    ___ Police ___ Security Guard
    ___ Other. Explain: _____
19. Check each of the following things you usually do to pro-

tect yourself or your belongings:
__ Hold onto my purse or pocketbook and don't put it down.
__ Hide money in my home.
__ Hide money on my person.
__ Don't carry wallet or pocketbook.
__ Carry only minimum amount of money necessary for purpose of my trip.
__ Avoid going out at night.
__ Avoid certain streets and areas.
__ Go out with others, not alone.
__ Avoid using public transportation.
__ Have at home a lethal weapon (Gun, knife, etc.).
__ Have at home a nonlethal weapon (Mace, alarm, etc.).
__ Carry a lethal weapon.
__ Carry a nonlethal weapon.
__ Use special locks on my doors.
__ Use special locks on my windows.
__ Leave lights on.
__ Use timer to switch lights on/off.
__ Have my Social Security check mailed directly to bank.
__ Other. Explain: _____
__ None of the above.

SECTION III. VICTIMIZATION

1. How many times in the past 7 years have you been the victim of an offense?
__None __1 __2 __3 __More than 3

2. What kind(s) of offense(s) were they? (Check all that apply and circle the appropriate number of times for each.)

What kind?	How Many?
__ Disturbing the peace	1 2 3 More
__ Assault	1 2 3 More
__ Purse Snatch/ Pickpocket	1 2 3 More
__ Theft of property	1 2 3 More
__ Rape	1 2 3 More
__ Fraud/Con Game	1 2 3 More
__ Property destruction	1 2 3 More
__ Theft from mailbox	1 2 3 More
__ Other. Explain:_____	

__ I have not been a victim.

3. Think of the one offense against you in the past 2 years you consider the most serious. (If none in past 2 years, choose the most serious since you were age 55.)
I have chosen an offense:
__ Occurring in the past 2 years.
__ Occurring more than 2 years ago.
__ I have not been the victim of a crime since I reached age 55. (IF NONE, you are finished with this questionnaire. Thank you.)

4. Thinking of the one most serious offense, what kind of incident was it?
__ Disturbing the peace
__ Assault
__ Purse Snatch/Pickpocket
__ Theft of property
__ Rape
__ Fraud/Con Game
__ Destruction of property
__ Theft from mailbox
__ Other. Explain: _____

5. Was your home entered against your wishes?
__ Yes __ No

6. Were you threatened with harm?
__ Yes __ No

7. Were you attacked physically?
__ Yes __ No

8. Did you lose any money or belongings?
__ Yes __ No

9. If you said "Yes" to Question 7 or 8, how much dollar loss did you suffer, including what was taken or damaged, and your medical expenses?
__ Under $50 __ $50 to $200
__ $200 to $1000 __ Over $1000

10. Did you notify the police?
__ Yes __ No

11. If you did not notify the police, why not?
__ I was too frightened.
__ I didn't think they would try to do anything.
__ I thought they wouldn't be able to do anything.
__ I didn't know what number to call.
__ Other. Explain: _____

12. What is the age group of the person or persons who committed the crime? __ Child __ Teenage __ Adult __ Don't know

13. What time of day did it happen?
__ Morning __Afternoon __Night

14. How long ago did it happen?
__ In the past twelve months
__ One to two years ago
__ Two to three years ago
__ Three to five years ago
__ Over five years ago

15. Where did it happen?
__ In my apartment
__ In my home
__ In my apartment building
__ In another building or house
__ In a public space in my neighborhood
__ In public elsewhere
__ Other. Explain: _____

APPENDIX III

Selected Bibliography

The following is a selected bibliography of recent publications concerning the provision of police services to the elderly and the more general issues of criminal victimzation of older persons and their fear of crime. The included material should be of interest to program planners and administrators who are concerned about meeting the law enforcement-related needs of the elderly.

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