

**THE DEVELOPMENT OF AN
ELDERLY VICTIMIZATION
MANAGEMENT STRATEGY
FOR
LAW ENFORCEMENT**

BY

PATRICK PHELPS

COMMAND COLLEGE CLASS 13

COMMISSION ON PEACE OFFICER STANDARDS AND TRAINING (POST)

SACRAMENTO, CALIFORNIA

FEBRUARY 1992

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Abstract

A five part monograph including: a futures study assessing the impact the increase in the elderly population will have on law enforcement by the year 2000; a model strategic plan; and a transition management plan for Berkeley, California. The levels of five trends and five high probability future events were examined and forecast. Alternative future scenarios were written. Policy recommendations emphasize a high visibility leadership role by law enforcement in working with the city, the community and the elderly to combat elderly victimization and improve the quality of life of older persons. The model strategic plan includes generic concepts and specific implementation systems. The transition management plan presents a feasible management structure and supporting technologies. Research data; non-extrapolative forecasting results; with graphics, data and other instruments in the appendixes; references and bibliography.

This Command College Independent Study Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future--creating it, constraining it, adapting to it. A futures study points the way.

The views and conclusions expressed in this Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).

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Executive Summary

This study examines the impact of an aging population on a model California police department by the year 2000. To accomplish this task, the study utilizes five principle sections.

Section I - Introduction: Presentation of data and perspective garnered from research and literature provides background for understanding the nature of the problem: a growing elderly population, increased elder victimization and the implications for law enforcement.

Section II - Futures Study: The issue and sub-issue questions to be answered in the course of the project's completion are identified.

Issue Question:

Will the increase in the elderly population effect law enforcement by the year 2000?

Sub-issue Questions:

1. How will service demands change as the result of a projected increase in persons 65 and over?
2. How will law enforcement respond to the political "clout" of the elderly in demanding additional services?
3. How will law enforcement find the resources to deal with elderly specific crimes?

Significant trends and events were selected that will shape alternatives and determine choices. The study forecasts the effects of identified trends and events on one another. Analysis

of trends and events leads to the formulation of alternative future scenarios. The normative future scenario is chosen as the focus for strategic planning and testing of mock policy designed to bring about a desired future.

Significant forecasts include:

1. Increased elderly specific crimes (definitions provided).
2. Increased political influence of the elderly.
3. Increased service demands from elderly population.
4. Increased workload for law enforcement.
5. Increased volunteerism on part of elderly.

Section III - Strategic Management: From data developed in forecasting, and analysis of situational factors and critical stakeholders, policy alternatives are developed to manage the impact of increases in elderly specific crimes. To bring about a desirable future, a Public Safety Committee on the Elderly (task force) is formed comprised of key stakeholders to assist the Berkeley Police Department in developing the mechanisms to identify the crime related concerns of the senior community. The selected policy is deemed best for assisting the police department in providing a comprehensive, coordinated attack against elderly specific crime. Policies are directed toward reducing elderly specific crimes, meeting the service needs of the elderly and reducing the workload resulting from elderly victimization by capitalizing on the increased political influence of the elderly and their willingness to volunteer. Action steps and timelines are provided for implementation. Various approaches for negotiation strategies are utilized to gain support for the plan from key stakeholders.

Section IV - Transition Management: Planned change from the present to a future state is accomplished via implementation of the recommended strategy and policies and is the primary responsibility of a project manager, appointed by the Police Chief. This person functions as a strong proponent for the change within a task force that includes key stakeholders. The task force is responsible for achieving appropriate support from other critical stakeholders.

Section V - Conclusions and Recommendations: Conclusions are made that without intervention in the form of strategic action, elderly victimization will continue to increase. Actions recommended include elderly victims assistance, elderly crime specific training for police officers, training for the elderly in crime prevention and other programs aimed at the specific needs of the elderly community.

SECTION I - INTRODUCTION

An introduction to the issues: the aging of the American population, elder victimization, and the implications for law enforcement.

SECTION II - A FUTURES STUDY

What impact will the increase in the elderly population have on California Law Enforcement by the year 2000?

SECTION III - STRATEGIC MANAGEMENT

A model strategic plan for addressing the needs of a growing elderly population, and its future impact on law enforcement is developed for the Police Department of the City of Berkeley, California.

SECTION IV - TRANSITION MANAGEMENT

A description of a management plan and structure to manage the implementation process. The plan identifies the critical mass, commitment planning and technologies which can be used to successfully move to the future state.

SECTION V - CONCLUSIONS AND RECOMMENDATIONS

An overview of the study, summarizing its purpose and offering answers to the issue and sub-issue questions. Opinion and recommendations include the need for law enforcement to take a leadership role in working with stakeholders to reduce rising elderly victimization. Areas worthy of further study are suggested.

EPIGRAPH

"All would live long, but none would be old."

Benjamin Franklin

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SECTION I: INTRODUCTION

THE AGING OF THE AMERICAN POPULATION (DEMOGRAPHICS)

In recent years a major shift in the age structure of the population has taken place in the United States. A decrease in the number of births coupled with increased longevity has led to a disproportionate increase in the size of upper age groups.¹

Several factors have contributed to the dramatic increase of the elderly population. As the result of better education, enhanced technology, affluence, urbanization and new and better methods of birth control, fewer babies are being born. An Association of Bay Area Governments (ABAG) study projects birth rates for the San Francisco Bay region declining from a yearly average of 93,000 between 1986 through 1990 to approximately 84,000 between the years of 2001 through 2005.² Furthermore, major improvements in nutrition, hygiene and physical fitness coupled with great strides in medicine have all contributed to increased life spans.³

This combination of longer life spans and lower birth rates leads to an increase in the percentage of the total population that is elderly. For example, in 1988, people 65 years or older numbered 30.4 million. They represented 12.4% of the population or about one in every eight Americans. This is a 4.7 million or 18% increase over 1980. In the same time period, the under 65 population increased only 7%. It is projected that by the year 2010 there will be 39.4 million people over 65 in the United States - a 30% or 9 million increase over 1988⁴ (see Appendix A). In 1900, one person in 25 was over 65. By the year 2000, one in 8 will be over 65.⁵ This represents a 212% increase. It is anticipated that this pattern will continue well into the next century.⁶

It is recognized that age alone is a poor basis for classifying the needs and capabilities of people. Yet, because such arbitrary

lines are used in almost all of the available statistics, we are forced to adopt them. For purposes of this project, the selection of age 65 is used to separate "middle age" from "elderly". Although arbitrary, this cut off is made for social purposes, as a means for determining points of retirement or eligibility for various services available to older persons.⁷

The unprecedented and continuing growth of the elderly population will cause increasing numbers of older citizens to come into contact with law enforcement as actual and potential victims of crime. Correspondingly, the overall "aging of America" phenomenon has increased interest in the elderly as crime victims.⁸

Trends indicate that as the percentage of the elderly population grows, so will the number of elderly victims of crime. The change in demographics will cause law enforcement to change the way it faces these challenges. The criminal victimization of older people and the fear of crime within the elder population are issues that will be brought to the fore by our aging population.

ELDER VICTIMIZATION

This study focuses on the increase in the elder population and its impact on law enforcement by the year 2000. The project is guided by a belief that knowledge about both crime and the elderly is essential for the development of policies, programs, strategies and tactics aimed at mitigating anticipated increases in elderly specific crime.

Patterns of victimization of the elderly are different from those of other adults. Older Americans are often victimized due to their age associated vulnerability. Crimes such as "pigeon drops", "Jamaican switches", home repair schemes, bank examiner schemes, health care insurance schemes and various other frauds as well as elder abuse are perpetrated primarily against the elderly and

therefore can be defined as "elderly specific" in nature (see Appendix B for definitions of crime types).

Furthermore, the level of fear of crime among the elderly is higher than it is among other age groups.⁹ A 1989 survey of Berkeley Seniors' needs conducted by the City of Berkeley's Commission on Aging listed "feeling unsafe in neighborhood" as one of the main concerns of the City's elderly.¹⁰

An emerging issue in the field of aging is that of elder abuse. If we were to label the 70's as the decade of interest in child abuse and the 80's as the decade of spousal abuse awareness, the 90's will be the decade of increasing concern about elder abuse. Family life will be challenged as more Americans are required (sometimes unwillingly) to care for their aged relatives - predictably resulting in an increase in abuse of the elderly. In New York City, complaints of harassment, assault, robbery and other crimes lodged by elderly parents against their children soared to 4,432 in 1988 from 551 in 1984, according to the Police Department's most recent statistics.¹¹

The rise in the number of elderly has and will continue to generate an increase in calls for police service from the 65 and older group, particularly elderly abuse cases, elderly specific crimes, and well-being checks.

Data from the past several years suggests that the victimization rate in the over 65 population will grow faster than in other age groups. Between 1973 and 1988, crimes of violence and theft against persons 65 and over increased by 45%.¹² According to the American Association of Retired Persons (AARP), older citizens are becoming victims of fraudulent schemes with increasing frequency and far out of proportion to their population numbers. This is due, in part, to an age related vulnerability (perceived or real) making elders more attractive targets.¹³

IMPLICATIONS FOR LAW ENFORCEMENT

Studies show that the elderly vote in greater numbers than other age groups. 59% of California's 19 million voters are registered. Of those between 18 and 24, only 33% are registered. Of those over 60, 72% are registered.¹⁴ With growing numbers, the elderly will have enhanced political importance with which to express their concerns. Elderly advocacy groups such as AARP, The American Society on Aging, the Gray Panthers, and the National Council of Senior Citizens are aware of the political importance of this growing constituency. Thus, through the political process, concerns of the elderly will assume a prominent place in the future of law enforcement (see Appendix C). Accordingly, with the accelerating rate of elderly victimization and fear of victimization, there will be an increasingly intense call to action on the part of many senior citizen groups and advocates for the police to "do something about it". Police response to elder victimization is becoming a major emerging issue and law enforcement will become more and more involved in maintaining the well-being of our senior citizens.

The expanded service needs of the elderly due to changing demographics (more old, less young) vs. the dwindling resources of service providers in an era of tightening budgets has set the tone for challenging times ahead. The challenge will be to develop effective programs and strategies that will bring about the most desirable future to meet the needs of our aging population.

SECTION II: A FUTURES STUDY

"Future studies constitute an interdisciplinary, methodological, systematic, and critical analysis of human nature, experience and knowledge, with the primary purpose of understanding and developing humanity's actual and potential abilities to forecast and influence the emergence of alternative futures."¹⁵

Conducting a futures study is a process by which we can evaluate forecasted trends and events and project a number of possible scenarios for strategic planning purposes. Included in this section will be the future forecasting of the issue and sub-issues being examined, an evaluation of relevant trends and events, the development of alternative future scenarios and the development of policy proposals.

METHODOLOGIES

This study explores the impact of an aging society on the future of law enforcement. Assessments are made regarding approaches that have the potential to enhance law enforcement services to older adults, thereby mitigating negative impacts. Strategic and transition management plans that propose a way for law enforcement to confront and handle the increasing service requirements of an aging population are developed.

Research methodologies included a review of the literature, environmental scanning, evaluation of relevant trends and events by means of a Nominal Group Technique (NGT) forecasting, cross-impact analysis of selected trends and events, alternative futures scenarios, and policy considerations.

A strategic plan for a law enforcement agency was developed based on a scenario from the futures section. The plan consists of a mission statement, situational analysis and a Modified Policy Delphi. This allows the development of proposed policy alternatives that will impact the future in a desired manner.

Next, a strategic plan or "road map" for getting "from here to there" within the framework of the policy alternatives and the futures study was developed for transition management. The critical mass is analyzed and commitment planning, responsibility charting and supporting technologies are presented.

Selection of the Issue Question

Several topics were considered with the following criteria being applied in the process: (1) that the issue will have an impact on the future of law enforcement, (2) that the issue could be influenced by forces external to law enforcement, and (3) that law enforcement could commit to the issue.

This process culminated in the selection of the issue and formulation of the following issue question:

- **Will the increase in the elderly population effect law enforcement by the year 2000?**

Developing Sub-issues

A review of the literature, contact with law enforcement personnel and advocates for the elderly resulted in the identification of sub-issues. The development of a modified "Futures Wheel", a technique that graphically depicts interrelationships and consequences of issues or trends, assisted in the process (Appendix D). Sub-issues selected as relating to the issue question are:

- 1. How will service demands change as the result of a projected increase in persons 65 and over?
- 2. How will law enforcement respond to the political "clout" of the elderly in demanding additional services?
- 3. How will law enforcement find the resources to deal with elderly specific crimes?

Identification of Trends and Events Impacting the Issue

For purposes of clarification, the following operational definitions are provided:

- Trend = "A trend consists of several similar events which take place over a relatively short period of time. They are the indicators of possible change."
- Event = "Events are single occurrences, several of which create a trend."¹⁶

Identification of trends and events possibly impacting the issue was achieved by using a Nominal Group panel. Nine persons (APPENDIX E) were selected representing a variety of experience, expertise and perspectives on the issue. Previous to meeting, panelists were sent instructions which identified the issue and sub-issues and outlined the Nominal Group Technique (NGT) process. The NGT is a procedure by which individuals who have expertise in their fields assist in forecasting and evaluating the potential impact of events on the issue and sub-issues.¹⁷

Via the NGT process, emerging trends and events relevant to the issue and sub-issues, were obtained from the panel. Lists containing 27 trends (APPENDIX F) and 22 events (APPENDIX G) were developed. The candidate trends and events developed by the panel were discussed to ensure a clear, concise definition for each. Next, votes were taken to rank-order the lists according to their importance to the issue and sub-issue questions.

Trends - Distillation

Returning to the rank-ordered list of trends, the top 12 were retained and the rest eliminated. Copies of the TREND SCREENING FORM (Appendix H) were distributed to the group and they were asked, "For purposes of top-level strategic planning, how valuable would it be to have a really good long-range forecast of the trends on the list?" By using the scale for evaluation and by tabulating the results on a flip-chart, the list of candidate trends was

reduced to a final list of five. Each was again rank-ordered as follows according to their perceived impact on the issue.

Trend 1 - Elderly Specific Crimes (See Appendix B)

To discuss this trend, it became necessary to develop an operational definition of the phrase "Elderly Specific Crimes". For this study, "Elderly Specific Crimes" refers to crimes that seem to be directed specifically toward the elderly population due to their age-related vulnerability.

These crimes include:

- Elder abuse: The physical, psychological/emotional and/or financial exploitation or physical neglect of the elderly.
- Fraudulent schemes: "Pigeon drops", "Jamaican switches", the "bank examiner", and health insurance scams.
- Crimes of opportunity: Purse snatching and other personal thefts which are largely opportunistic in nature. Offenders are interested in an easy and not necessarily a big score. The offender depends upon stealth and there is little opportunity for the victim to react. When reactions are possible, the victim usually behaves in ways that reflect a realistic awareness of differences in strength and agility, and the willingness of the offender to use force.

Trend 2 - Political "Clout" of the Elderly

Defined as the political power of the elderly population to accomplish the political goals of the organized elderly, including electing officials and influencing legislation at all levels of government.

Trend 3 - Services Available to Meet Needs of the Elderly

Defined as the level of services available to meet the needs of the elderly in both the public and private sectors.

Trend 4 - Police Workload Impact (resulting from elderly victimization)

Defined as the amount of resources and time spent on matters involving the elderly by law enforcement in any given calendar year. This includes elderly specific crimes as well as related crime prevention and training programs.

Trend 5 - Volunteerism (the elderly as volunteers)

Defined as the use of volunteers, primarily retired elderly, to benefit the volunteer, the police department and the elderly community.

Events - Distillation

The list of 22 rank-ordered events were reviewed by the panel. The following top five were selected by the panel for forecasting purposes, based on their importance to the issue and sub-issues:

Event 1 - State Mandates Funded Elder-Abuse Emergency Response Program

Described as a requirement that each county establish, maintain, and operate an emergency response system within the adult protective services program which shall provide in-person or telephone response, 24 hours a day, seven days a week, to reports of abuse of an elder (primarily those residing with a care provider). The county shall provide initial intake and intervention services to maintain the elder safely in his or her own home or to provide or arrange for services to protect the safety of the elder. The county shall assure that the elder receives needed services to ensure his or her safety. When there is probable cause to believe that elder abuse has occurred and a county social worker has been denied entry to meet privately with the victim, the county social worker shall request that the local law enforcement agency seek a search warrant.

Event 2 - State requires mandatory training (POST approved) for police officers in the prevention of crimes against the elderly

Described as a requirement that all California law enforcement officers receive training in crime prevention programs geared towards the reduction of elderly specific crimes. Such training would be similar to what is now required for domestic violence training.

Event 3 - State funds elderly well-being check programs; police agencies to administer

Described as contacting targeted elderly persons (primarily those living alone) on a scheduled basis to assure their well being. The technology to implement an effective program is readily available and consists primarily of automatic dialing (telephone) at pre-arranged times each day.

Event 4 - Elderly advocacy groups form political coalitions to influence legislation, policy and institutions regarding the quality of life of older persons

Described as elderly advocacy groups such as the American Association of Retired Persons (AARP), the Sons in Retirement (SIRS), the Gray Panthers, the American Society on Aging (ASA), etc. combining forces to politically influence legislation, public policy and institutions for the benefit of older persons.

Event 5 - Creation of Federally funded long term full health care for the elderly

Described as guaranteed, fully funded, long term health care, either institutional (hospital, convalescent home) or outpatient, based on circumstances and need.

Trends - Forecasting

Using the TREND EVALUATION FORM the panel was instructed to forecast the five selected trends. Each member was instructed to give "today" an arbitrary value of one hundred. Next, they were instructed to estimate a numerical value compared to "today's" value for each trend five years ago, five years from now and ten years from now. Additionally, the group was instructed to forecast the "should be" level of each trend five and ten years downline. The results of the forecasts were listed on a flip chart and discussed in detail.

Median estimates for the panel are shown on the TREND EVALUATION data table (APPENDIX I). Graphs illustrating the high, low and median nominal forecasts and the normative forecasts for each trend are attached (APPENDIX J).

Trends - Analysis of Forecasting

Trend 1 - Elderly Specific Crimes

The panel as a whole felt that elderly specific crimes have increased within the past five years and that they will continue to increase in the future. These conclusions are substantiated by the statistical data. National crime trends reveal that the number of persons 65 or over victimized by crimes of violence and theft increased from approximately 20 million in 1973 to approximately 29 million in 1988.¹⁸ The consensus was that due to a declining birth rate and an increased life span, elders will become prey in greater numbers. More family members will be forced to play a part in caring for aged relatives, increasing the incidence of elderly abuse. Likewise, more elderly provides more targets for traditional "con-games" perpetrated primarily on the elderly such as "pigeon drops", "Jamaican switches", "bank examiner" fraud schemes and fraudulent health insurance scams. The panel also felt that the technology of the future (such as full service banking and

shopping at home by computer) will be more conducive towards the lifestyles of the elderly and therefore may present as of yet undetermined potential for criminal acts against this age group.

Trend 2 - Political "Clout" of the Elderly

The consensus of the panel in forecasting this trend was that the size of the elderly population will increase primarily as the result of continuing advances in the medical field. All members of the panel felt the implications of an aging population included increased voting power in the elderly age group. It was perceived that older Americans are much more likely to vote than younger citizens. As their issues are defined, they have great and growing potential to address those issues through political action. This means that concerns of the elderly are likely to assume a more prominent place in society.

Trend 3 - Services available to meet the needs of elderly

The panel reached consensus on this trend in the "should be" mode. All felt that the level of services available has a direct bearing on the quality of life of the elderly and that crime related issues concerning the elderly will require more services to be made available in the future. One panelist felt that due to recent budget cuts at State and local levels, social services for the elderly were higher five years ago than they are today. Five panelists felt social services are more today than five years ago and one felt they are the same. However, all members felt social services will be higher than today. The panel's highest future forecast and median "should be" forecast are the same for 5 years downline. This attests to the panel's belief in the need for more social services for the elderly in the future.

Trend 4 - Police Workload Impact (resulting from elderly victimization)

Without exception forecasts showed an increase in the law enforcement workload as it pertains to the elderly. Events 1

through 4 were seen as having particularly significant impacts on this trend.

Trend 5 - Volunteerism (the elderly as volunteers)

Forecasts indicate an increase in this trend with concurrence between the Median "should be" forecast and the high forecast 5 years into the future. The panel's sense was that with increased numbers of elderly in the population comes a proportionate increase in the level of volunteerism. Panel members noted that elderly advocacy groups have expressed concerns about criminal victimization of older persons and have agreed to work towards bringing about programs designed to reduce the victimization of older persons, assist those that have been victimized and generally enhance law enforcement services to older adults and communities at large. Panelists suggested that volunteerism in the law enforcement field among retirees will also rise in response to citizen concern about crime and budget cuts.

Events - Forecasting

EVENT EVALUATION FORMS were distributed to the panel in order to forecast probabilities of occurrence over the next ten years for the five identified events. Forecasts also were obtained for "Years Until Probability First Exceeds Zero" for each event. Additionally, the panel estimated the positive and/or negative impact on the issue area (scale of 0-10) if the event occurred. Evaluations were listed on a flip-chart and discussed by the group. Panel median forecasts are shown on the EVENT EVALUATION data table (APPENDIX K). Graphs representing the low, median and high forecasts and the median impact projections made by panel members for each event are attached (APPENDIX L).

Events - Analysis of Forecasting

Event 1 - State mandates elder-abuse emergency response program

With one exception, the group felt a strong probability that this event would occur within ten years. An analogy was made between

current mandatory emergency response systems for child abuse and molestation cases and similar probable future requirements concerning abuse perpetrated against the elderly. Most panelists felt that proposed legislation (State Senate Bill 253), mandating an elder-abuse emergency-response program stands about an 80% chance of being implemented within five years. The median positive impact was projected to be 7 on a scale of 0 to 10 and the negative impact was projected to be 4. The sense of the panel was that an emergency response system would be positive for the elderly, but would also have a negative impact by increasing the workload for law enforcement agencies.

Event 2 - State requires mandatory training (POST approved) for police officers in the prevention of crimes against the elderly

The panel agreed that based on the high probability of occurrence for Trend 2 (increased political clout) and Event 4 (elderly advocacy groups form coalitions to influence legislation...), future mandatory training for police officers in the prevention of elderly specific crimes is highly probable. Parallels can be made with the mandatory training requirements of domestic violence and hate crimes.

Event 3 - State funds elderly well-being check programs; police agencies to administer

A panelist provided the following data pertinent to this event and related to elder vulnerability. Almost half of the elderly women in 1988 were widows. At that time, there were five times as many widows (8.1 million) as widowers (1.6 million). Also, about 30% (8.7 million) of all non-institutionalized older persons in 1988 lived alone (6.8 million women, 1.9 million men). They represented 41% of older women and 16 % of older men. Older persons living alone increased by 76% between 1970 and 1988.¹⁹ This trend is expected to continue well into the next decade and will be the

catalyst for systems/programs that provide scheduled well-being checks on targeted elderly (primarily those living alone).

Discussions surrounding this event again revealed a general consensus that increased numbers in the elderly population equated to increased political activism on the part of the elderly in the polling booth and as candidates for elected office. With passage of Proposition 140 (limiting the terms of specified elected officials), more opportunities will be created for the elderly to hold elected office. This, overall, was seen as having a positive impact because with more elderly holding office, the resources will be more readily provided to deal with elderly concerns such as well-being check systems.

Event 4 - Elderly advocacy groups form political coalitions to influence legislation, policy and institutions regarding the quality of life of older persons

Most panelists concurred that a strong likelihood exists for this event to occur after four years. The growing number of older persons will increase concern over the multitude of problems inherent in the aging process. Ever expanding membership in elderly advocacy groups is evidence that seniors are joining together in groups and organizations which were created to advocate a higher quality of life for the older age groups.

During the discussion, a panelist provided the following data supporting the likelihood of this event's occurrence: The American Association of Retired Persons (AARP) is growing by 14,000 members each working day.²⁰ With over 28 million members, the AARP is the largest organization of its kind anywhere in the world. In the early 1980's, the AARP started to take strong public stances on public policy issues affecting the elderly.²¹

Politicians will, with increasing frequency, concern themselves with the new political importance of senior citizens. Parallels

can be made with earlier times during the formation of the organized labor movement.

Event 5 - Creation of Federally funded long term full health care for the elderly

A member of the panel made the analogy that every child is entitled to attend school from age five and just as important is a similar entitlement: the right of health care for older people. Panelists felt that the future will bring universal entitlement, probably through Medicare. With it will come effective cost-containment, either through a single payer (Medicare) or through all-payer regulation, with an annual expenditure target for all healthcare spending. The coverage would also include services required to keep elders functioning in their own homes when possible.

The median forecast for this event shows a 70% probability of occurrence within 10 years. The group felt that such an event would be predicated on legislation based on need and grassroots support on a national level. It was suggested that the impetus for such legislation would be the political clout of elder advocacy groups (Trend 2 and Event 4). The overall impact on the issue area should the event occur was seen as positive by the panel because it was felt that it would act as a deterrent to elder specific crime, especially elder abuse. Full health care would increase the frequency of contacts with medical personnel, allowing for early identification and intervention in cases of elder abuse. It would also provide alternatives regarding living environments. Elders would not be forced, due to lack of financial resources, to live with relatives.

Cross-Impact Analysis

A cross-impact analysis is an appraisal of each event's impact on trends and events and is a way to record the interaction of both trends and events.²² The technique depicts how the occurrence or non-occurrence of each event in a set of previously forecasted

events affects (1) the subsequent probability of occurrence of each of the other events in the set and (2) the subsequent level of each trend in a set of previously forecasted trends.

Using a cross-impact matrix with events in the left hand column and events and trends across the top, three members of the nominal group were asked to participate in a cross-impact analysis of the trends and events (see matrix below). Consensus was developed by agreement.

The panel was instructed to forecast the degree of impact, in positive and negative percentages, that each event would have on the other events and trends. The panel was also instructed to forecast the number of years until maximum impact might occur.

The events which will cause the greatest amount of change, called "actor" events, were identified by counting the number of "hits" (positive or negative impacts) each event had horizontally across the matrix. The more hits, the greater the role that actor event will have in causing change, should it occur.

Those events and trends most likely to be impacted by particular events in the forecasted set (called "reactors"), were identified by the number of vertical "hits" they received on the matrix.

CROSS-IMPACT EVALUATION MATRIX

IMPACTING EVENT (Abbreviated)	IMPACTED EVENT					IMPACTED TRENDS					Actor Totals
	E1	E2	E3	E4	E5	T1	T2	T3	T4	T5	
E1 State Mandates Elder- Abuse Response Program		+50 5	+25 5	+10 4	+20 8	+30 5		+40 5	-25 5		7
E2 State Requires Officer Training			+5 5		+5 8	+80 5			-50 5	+30 5	5
E3 State Funds Well- Being Checks	+25 5	+60 5			+60 8	+60 5		+25 5	-30 5	+40 5	7
E4 Elderly Advocacy Groups form Coalitions	+80 5	+80 5	+80 5		+80 8	+80 4	+80 4	+85 4	-30 4	+25 4	9
E5 Creation of Federally Funded Health Care			+20 8			+50 8	+10 8	+80 8	+15 8	+10 8	6
Reactor Totals	2	3	4	1	4	5	2	4	5	4	

LEGEND

T1 Elderly Specific Crimes
T2 Political Clout of Elderly
T3 Services Available
T4 Police Workload Impact
T5 Volunteerism

Maximum Impact (% Change +1-
Years to Maximum

N=3

The "actor" events and their resulting impacts upon related events and trends were identified in order of importance as:

- 9 hits - **Event 4 (Elderly Advocacy Groups form Political Coalitions)** - This event influenced all other events and trends. Cross-impact analysis indicated this event would have a negative impact (-30%) on T4 (Police Workload Impact), but would have a positive impact on all other events and trends.

- 7 hits - **Event 1 (State Mandates Elder-Abuse Emergency Response Program)** - This event influenced all but T2 (Political Clout of the Elderly) and T5 (Volunteerism). Again, T4 (Police Workload Impact) was negatively impacted (-25%) while all other trends and events influenced by E1 were positive.

7 hits - Event 3 (**State Funds Well-Being Checks**) - This event influenced all but E4 (Elderly Advocacy Groups Form Political Coalitions) and T2 (Political "Clout" of the Elderly). Again, T4 (Police Workload Impact) was negatively influenced (-30%), meaning that the workload will increase.

The "reactor" trends and events in order of importance are:

5 hits - Trend 1 (**Elderly Specific Crimes**) - This trend was influenced by all of the events from a low of +30% to a high of +80%. The inference is that all of the events will reduce elder victimization.

5 hits - Trend 4 (**Police Workload Impact**) - This trend had a negative influence from four of the events (E1 through E4) and a positive influence from one event (E5). The first four will increase the police workload, while E5 (Creation of Federally Funded Health Care) was seen as having a positive impact, causing a reduction in the workload by reducing elderly victimization, particularly elder-abuse.

Based on these tabulations, primary focus on Event 4, Event 1 and Event 3 is appropriate for purposes of policy consideration. Likewise, similar focus is appropriate for reactor Trends 1 and 4. The likelihood that elderly advocacy groups will form political coalitions to influence legislation in 4 years is seen as having the most significant impact on all of the other events and trends and may even be the catalyst for the other events to occur.

This phase concluded the panel's participation in the process. Of note, the panel provided enthusiastic input and supplied viewpoints that otherwise would not have been considered.

SCENARIOS

An analysis of the factors contributing to the shape of the future is accomplished by developing three possible scenarios:

1. Exploratory (Nominal) Mode - describes what is most likely to occur and is based on the forecasting group's

"will be" trend projections. Past and present trends continue as expected and are surprise free.

2. Normative (Desired and Attainable) Mode - concentrates on the "should be" trend forecasts and shows that this future may be more desirable and attainable than is now thought.
3. Hypothetical Mode - describes the future in a "worst case" scenario.

The scenarios were developed based on the trends and events selected by the nominal group and the results of the cross impact analysis. The scenarios are helpful in identifying strategy and policy considerations. Furthermore, they illustrate the need to mitigate the impact of futures perceived as negative and to help make happen those aspects of the future perceived to be beneficial.

Exploratory (Nominal) Mode Scenario

Headlines, year 2000

- "Size of Elderly Population Increases by 50 percent in past 10 years"
- "Funding for Elderly Programs not Keeping Abreast with needs"
- "Crime Rate Involving Elderly Victims Increases 75% in past decade"

As Detective Smith documented his second elderly abuse case for the week, he reflected on how elderly abuse cases had escalated during the last decade. In pondering the reasons, Smith noted a correlation between a larger aging population and the number of reports wherein persons over the age of 65 were victims. The median age for Americans continued to increase throughout the 90's. By the turn of the century, the 65 and over population had increased more than 50 percent. As California's population of vulnerable elders grew, so had the incidents of elderly specific crimes. Smith thought about how the seriousness of this growing problem had not been recognized during the 90's and how steps had not been taken to anticipate and mitigate it.

Detective Smith completed the offense report form as the facts of the two recent cases ran through his head. The latest victim, a 90 year old woman had broken her hip and needed help around the house, so she hired a choreworker. While the elderly woman recuperated from the injury, the young choreworker (a woman in her 20's) took over the household duties. Soon, the elderly woman started relying on the choreworker to fill out checks, leaving the signature line blank. She would review the check with a magnifying glass and sign her name. She began to pre-sign some checks because she trusted the choreworker. But she didn't know that the young woman was stealing money by writing checks to herself or using them to pay her own bills.

Later, the choreworker got confidential information from the elderly woman, including her bank account number, date and place of birth, Social Security number and mother's maiden name. The young woman then phoned the bank and used this information to have the bank statement sent to a post office box instead of the old woman's home. The choreworker also requested credit cards in the elderly woman's name and gave them to her boyfriend who charged \$8,000.00 in a spending spree.

Detective Smith's thoughts drifted back to earlier in the week when he had been called to the emergency medical center where doctors reported that an 81 year old woman had been assaulted several times by her son who was living with her. Neighbors reported these incidents to the police, but the victim and her son denied everything, claiming instead that the neighbors' accusations were lies. The abuse continued until finally the son knocked his mother down, hurting her badly enough that she needed hospitalization.

Smith and his fellow officers were cognizant of the fact that older persons were experiencing excessive rates of many traditional offenses such as robbery, assault and theft of personal property. He recognized that elders were especially vulnerable to several

other specific crimes such as fraud, domestic abuse and abuse in long term care institutions. It seemed that being vulnerable and feeling vulnerable had become an aspect of growing old at the turn of the 21st century.

The 90's had been an era of tightening budgets. Deteriorating infrastructures within many cities, coupled with an ever increasing crime rate, made it difficult to create new programs as old ones were abolished for lack of funding. The reductions in funding and services available, Smith reasoned, along with the significant increases in the numbers of elderly caused many families to be forced into the responsibility of caring for aged relatives, or in many cases, for the aged to be placed in less than adequate long term care institutions.

Between 1990 and the turn of the century the number of reported elderly abuse cases in the State increased by 50 percent with many of the perpetrators being adult children of the victims. During the same period the elderly victimization rate for crime in general increased by 75 percent. The impacts were dramatic and overwhelming. Politicians, the press and the public now attacked law enforcement for too little, too late.

As he concluded his report, Detective Smith couldn't help lamenting the plight of many elderly and wondering what could have been done in the early 90's to improve their quality of life in the first decade of the new century.

Normative Mode Scenario (Desired and Attainable)

Headlines, year 2000

"Size of Elderly Population Continues to Increase"

"Crime Rate Involving Elderly Victims Dips at Turn of Century"

"State Allocates Funds for Elderly Programs"

As Sergeant Wesson viewed the assembled recruits in the Police Basic Training Academy he thought about how training had changed over the past ten years from when he first joined the Department in 1990. He was glad that State funding for officer training had been expanded in the latter part of the 90's to include mandatory instruction on handling elderly abuse and elderly specific crimes.

Wesson checked his lesson plan to make sure he covered the key points: dealing effectively with the elderly; the demographics of aging; myths and facts relating to aging; and communication techniques.

Training regarding elderly victimization had certainly improved over the past ten years. Part of the effort required officers to move toward a new perception of themselves, one which includes solving community problems. The new training has empowered police officers to make decisions that improve the quality of life for elders.

Wesson reflected on how medical advances through-out the 90's resulted in longer life spans thereby increasing the numbers in the elderly population. With the increased numbers came increased political clout. City councils with elderly majorities gained control of many city governments during the latter part of the 90's, consistent with political trends at all levels of government. Afterall, the elderly had the time, the numbers and issues to run successfully for office.

During the 90's the elderly population explosion came to a head, resulting in an increase in the victimization rate within the ranks of this particularly vulnerable age group. More old persons were being forced into living arrangements where frequently unwilling care providers (sometimes adult children) were guilty of elderly abuse. Likewise, increased numbers of elderly coincided with increased incidents of purse snatching and fraud schemes

perpetrated against the elderly. In fact, the situation had deteriorated to the point that by the latter part of the 90's, elders were victimized more frequently than any other age group. Needless to say, all of this had a negative impact on the workload of law enforcement, increasing it by roughly 35 percent.

Sergeant Wesson remembered that in response to proposals by law enforcement and political coalitions of elder advocacy groups, political leaders took action to reverse the statistics by spearheading a drive on the State level to make crimes against persons 65 or older priority offenses. Also, with the same urging, the State mandated elder-abuse emergency response programs on the county level. Receiving similar attention and focus, other "group" specific crimes like child abuse and "hate crimes" had set precedent for reversal in earlier times.

In response to elderly specific crimes, many municipal and county police agencies throughout the state established "Crimes Against the Elderly" programs, staffed primarily by elder volunteers. Further, funds were allocated for training programs for officers, focusing on elderly abuse and elderly specific crimes. Likewise, public education regarding the problem became law enforcement's responsibility through newly formed Elderly Crime Watch programs in conjunction with existing Neighborhood Watch programs.

Much of the Elderly Crime Watch program was geared toward the recruiting of elderly volunteers who help out when the load is heavy and the resources light. Police agencies are benefitting from the voluntary help, capitalizing on the wisdom and experience of the elderly, and through volunteer work, elders benefit by feeling needed and that they can make a difference by helping take care of their own.

Wesson speculated on how appalling life would be for senior citizens had the State not mandated the Elder-Abuse Emergency

Response Program along with scheduled well-being checks and officer training. Because State mandated programs are reimbursed by the State for both direct and indirect costs, local agencies are able to ensure that the needs of the elderly are not ignored by the criminal justice system. Additionally, the implementation of full health care for the elderly in 1998 resulted in the reduction of elder abuse by allowing for its early identification and intervention, and by providing alternatives regarding living environments.

Sergeant Wesson again glanced over his outline and lesson plan on "Crimes Involving the Elderly". He was glad he was able to say that the turn of the Century witnessed a reversal in the escalation of elderly victimization.

Hypothetical Mode Scenario

Headlines, Year 2000

"Elderly Held Prisoners in their own Homes

"Elderly Victimization Rate Soars out of Control"

"Elderly Specific Crimes Increase Police Workload"

Officer Colt nodded his head at the stationary armed security guard as he drove past the barbed wire surrounding the perimeter of the age segregated housing complex. His mind flashed on a revolting thought - becoming old in the year 2000 meant becoming less human and less alive.

Colt remembered when the first Elderly Collective Living Complex was built in 1995. It was hard for him to imagine that this was only five years ago and that now the City had 30 of them.

Openhanded social services coupled with an increased life span created an unprecedented increase in the urban elderly population. During the 90's, inner-cities became meccas for the elderly of moderate means. Increased numbers of elderly resulted in an

increasing gap between their needs and available resources. Resources had not kept pace with needs and demands.

The ever growing population of people over 65 had created a disastrous situation by the turn of the Century. As old people increased in numbers, so did the incidents of crime committed against them.

By the year 2000, due to inadequate fixed incomes, the quality of life for the elderly population had dropped significantly. The majority of formerly middle class elderly over age 70 were forced (due to economic reasons) to reside in fortified collective living complexes built throughout the City specifically to house all but the very wealthy elderly. Some elders were fortunate enough to find willing kin to share housing. Others were compelled to live with less than benevolent relatives, leading to increased abuse and the fraudulent handling of resources belonging to the elderly.

Continuing to make his rounds, Officer Colt felt fortunate to have only one Elderly Complex on his beat. Some beats had as many as five. When first built, the Elderly Complexes started out okay. But, with increased numbers in their age group, more and more elderly began residing (out of necessity) in the tightly concentrated, age-segregated, housing complexes nicknamed "geriatric ghettos".

The tight concentration of elderly only made them more vulnerable targets for elderly specific crimes. Soon, armed security guards were hired, barbed wire was installed around the perimeters and the elderly began to complain about being prisoners in their own homes. In fact, Colt remembered one incident where an elderly woman hadn't been seen for days. When the security guard finally broke into the apartment to check, she was found helpless, her leg broken. She had been there for four days. This could have been prevented,

thought Colt, with scheduled well-being checks. If only someone cared.

Officer Colt reflected on how the growth in the elderly population and attendant increases in elderly specific crime had increased the police department's workload by almost 35% since 1990. In fact, by the mid-90's, pickpocketing and purse snatching cases involving elderly victims had skyrocketed beyond control. Age associated vulnerability and increased numbers permitted the elderly to become easy targets. Shortages in staffing and a lack of resources left the police helpless. As a result, morale in the department was at an all time low. Elders, too, felt helpless. Out of fear, they were reduced to being captives within their segregated living environments.

Colt remembered several years ago how his mother's friend, Martha, at 75, still walked to the corner store everyday. One day, as she stepped from the curb, she was hit in the head and her purse was taken by a person she didn't see. Now, she won't go out at all. Neither will her friend, Edith, in the next apartment. Nor will any of the senior residents of the community.

Colt blamed the disastrous situation on a failure to proactively plan at the State and local levels in the early 90's. Why didn't people anticipate that a growing elder population would result in increasing elder specific crimes? Why didn't anyone see the warning signs? Why wasn't there a lobby for programs to mitigate this growing tragedy.

Colt glanced in his rearview mirror as he drove away from the complex. He caught a glimpse of an elderly woman's lonely stare as she sat behind her iron bar covered window behind the barbed wire fence and he thought to himself, "How did we get here? We blew it and are suffering as a result. Why didn't we think and plan ahead? I wish I could go back in time to make this right".

POLICY CONSIDERATIONS

While it is reasonable to suggest that the amelioration of elderly crime problems may necessitate a range of diverse services and programs, political and economic realities are such that "shopping lists" of policy recommendations cannot be implemented en masse. We are not free to try anything and everything that might work because economic and human resources are limited.

A six member panel selected from the group that had done the NGT and forecasting, developed policy alternatives to reduce elderly victimization. Panelist agreed that in a broad sense, policies directed toward elderly crime problems should improve the quality of life of older persons. Age specific policies should lead to programs aimed at:

- * Victimization Prevention - Actions which individuals take to protect themselves from criminal harm by modifying personal habits and practices.
- * Crime Prevention - Preventing the victimization of the individual through a reduction of the environmental sources of crime.
- * Police Agency Responsiveness - Modifying the functioning of the police agency so as to make it more sensitive to the concerns of elderly citizens and more effective in the management of elderly crime problems.

The possible futures illustrated in the previous scenarios provide an opportunity to determine what policies, or programs, used either individually or in combination with others, could be implemented to bring about a desired future.

The normative scenario was selected for policy development for the Berkeley Police Department. The policies described below were chosen by the panel for impact assessment because they are perceived as being capable of meeting the criteria set forth above.

Also, they are financially feasible and would have both political and organizational support for implementation with the development of an effective strategy.

Selected policies are:

- P1 - Creation of a "Crimes Against the Elderly" detail within the Investigative Units of Police Agencies.
- P2 - Mandatory in-service "awareness" training for law enforcement officers, focusing on elderly abuse and other elderly specific crimes.
- P3 - The implementation of an aggressive "Citizen Awareness/Elderly Crime Watch" program sponsored by local law enforcement and incorporated within the existing Neighborhood Watch program.
- P4 - Local government/police to establish representative task forces to act as an advisory body, determine needs, set priorities, promote public awareness/education and promote local and regional response.

The potential effect of these policies on the probability of events and the level of trends presented in the desired future scenario is provided in the following analysis:

TREND 1 Elderly Specific Crime - All four policies will have a significant positive impact on this trend. The creation of "Crimes Against the Elderly" units will cause more cases to be solved and a higher rate of cases prosecuted. Local in-service training programs will increase awareness and sensitivity. Elderly Crime Watch programs will "harden the target" and a representative Task Force will ensure that elderly specific crime issues stay in the forefront as high priority and are properly addressed.

TREND 2 Political Clout of the Elderly - A designated unit to deal with elderly specific crimes (P1), and mandatory training (P2) as policies are not seen as particularly significant in terms of impacting the political clout of the elderly. However, an elderly

crime watch program (P3), and a representative task force (P4) will increase the political clout of the elderly by enhancing their organizing abilities and focus.

TREND 3 Services Available to Meet the Needs of the Elderly - The policies listed are in and of themselves an increase over the current level of services available to meet the needs of the elderly. They provide a broad spectrum for improving the quality of life for older persons.

TREND 4 Police Workload Impact - Each policy listed will initially increase the workload of the police. This, of course, is a negative impact. But, in the long run, these policies will eventually result in the decrease of elderly specific crimes for the same reasons listed in trend 1 above. Costs for training would be reimbursable should they be legislatively mandated (Event 2).

TREND 5 Volunteerism - Designated investigative units and mandatory training provide opportunities for volunteers to participate in the workplace. Elderly crime watch programs and representative task forces have the potential to locate and recruit elder volunteers.

EVENT 1 State Mandates Elder-Abuse Emergency Response Program - If the policies were voluntarily implemented by law enforcement agencies State-wide, the State legislature and Governor could be influenced to pass legislation making Event 1 happen. Implementation of the listed policies on a broad basis would document the need for Event 1 to occur. Additionally, elder crime watch programs (P3), and representative task forces (P4) could and would lobby for passage of such a program.

EVENT 2 State Requires Mandatory Training (POST approved) for police officers in the prevention of crime against the elderly - The success of local, self-initiated training programs for elderly

specific crimes (P2) within model police agencies may provide the catalyst for State-wide mandatory training programs (POST approved) and accompanying reimbursement.

EVENT 3 State Funds Elderly Well-Being Check Programs; Police Agencies to Administer -

Again, elderly crime watch programs and representative task forces would be interested in working for the passage of such a program on a State-wide basis.

EVENT 4 Elderly Advocacy Groups form Political Coalitions to Influence Legislation, Policy and Institutions Regarding the Quality of Life of Older Persons -

The implementation of elderly crime watch groups and the formation of task forces to deal with elderly crime issues provides the grassroots support for the occurrence of this event.

EVENT 5 Creation of Federally Funded long term, full Health Care for the Elderly -

Without grassroots support rising to such an extreme that it influences decision making at the National level, it is unlikely that the policies would affect the probability of this event. They would, however, provide local support and data for implementation should the event occur.

As previously noted, Section 17561 of the California Government Code provides for reimbursement of legislatively mandated costs, both direct and indirect. Events 1, 2 and 3 are the only forecasted events that place a financial burden on local agencies. Should they occur, State funding would be provided.

In this section, it has been substantiated that the increase in the elderly population will effect law enforcement by the year 2000 by increasing the incidence and importance of elderly specific crimes. Also, how service demands will change as the result of an aging

population has been explored. The advantage of utilizing the emerging political "clout" of the elderly to the benefit of the elderly and law enforcement has been discussed. Finally, suggestions for additional resources to eventually mitigate elderly specific crime have been offered.

SECTION III: STRATEGIC MANAGEMENT

Strategic planning enables planners "to estimate the long-term impact of present decisions, plan the role of an organization a specific number of years in the future, and develop the strategies and negotiate plans with critical stakeholders by which the organization may influence its future or adopt itself to the expected future".²³

A strategic management plan sets the design for "getting from here to there". The normative scenario provides the basis for its development. The plan is patterned for the Berkeley Police Department. The objectives are to define those strategies which can be implemented by the Berkeley Police Department to bring about a desired future in response to the emerging issue: **"Will the increase in the elderly population effect law enforcement by the year 2000"**? It is hoped that the plan may serve as a model for similar mid-size agencies.

SITUATIONAL ANALYSIS

The Environment

Organizations are in constant interaction with their external environment. The interaction is both wide and varied, depending on the particular organization. The focus of this analysis will be the city and state within which the Berkeley Police Department operates.

Berkeley is located on the east side of the San Francisco Bay. It is home to a diverse population of 107,000 residents. The Berkeley campus of the University of California, located on the eastern edge of the City, has a current student enrollment of approximately 30,000. In addition to the University, the City is renowned for its tolerance and flexibility, as well as its ability to encompass change without sacrificing its essential character. Some describe Berkeley as "a city obsessed with radical ideas; its streets lined with psycho-babbling new age types; its stores stocked with nothing but sun-dried tomatoes; while Nobel Laureates wax eloquent on the extinction of the dinosaurs."²⁴ These stereotypes do have a basis

and Berkeley does occasionally come close to the edge, but there are those who feel that this "proximity to chaos" keeps Berkeley alive and creative ²⁵ - a vibrant testtube for social experiments and innovation.

Berkeley operates under a manager-council government structure. Key issues facing the City include: continuing efforts to suppress drug trafficking (in recent years the crack cocaine epidemic has taken a startling toll in the poorer parts of the City); a burgeoning "street people" population with attendant panhandling; increased social activism resulting in demonstrations, civil disobedience and property damage; a declining tax base (businesses are relocating to more favorable environments); and dealing with an increasingly diverse citizenry, including an ever expanding elder population.

One might not realize it from walking on the University of California campus, but not everyone in Berkeley is young. 15% of the residents are over the age of 60 (compared to 10% nationally). Berkeley takes care of its elderly, spending more per capita on senior citizens than any other East Bay city.²⁶

Within the past five years, the city of Berkeley has witnessed a dramatic increase in the number of retirement complexes, Senior Centers and convalescent homes and a corresponding increase in calls for service from the elderly population. In addition to being consistent with national trends, the continuous increase in Berkeley's senior population is due, in part, to the abundant social services offered by the City, convenient mass transit (BART, A/C Transit) and two major hospitals situated within the City with sections that specialize in geriatric concerns.

Local statistics reveal that the victimization rate in the over 65 population is growing faster than for other age groups. Forecasted trends and events, coupled with State mandated funding (should the

events occur), offers an opportunity for organizational change to better serve the needs of an aging population.

The first step in developing a strategic plan for the Berkeley Police Department is a situation audit. The general "WOTSUP" (weaknesses, opportunities, threats, strengths) analysis for the identified issue and sub-issues of this study focus on the increasing service needs of the elderly due to changing demographics and the current dwindling of local resources available to provide services.

The Berkeley Police Department is facing a one million dollar budget cut for the next fiscal year, equating to the slashing of up to 18 positions, thereby creating another severe impact on police services. Unfortunately, belt tightening in police organizations nearly always targets proactive programming like crime prevention, community services, and foot patrol.

A situational analysis of the environment indicates that unless mitigating measures are implemented, problems associated with providing police services and meeting the increased needs of the elderly will worsen in the future.

Six members from the nominal panel selected the following opportunities as likely support for eventual construction of strategy:

- increased voting power within the elderly age group.
- a proportionately larger elderly population will become crime victims in greater numbers. This presents an opportunity in that it underscores the need to allocate the resources necessary to combat increased victimization of the elderly.
- The use of retirees as volunteers in the police department and in other City departments not only provides an opportunity for seniors but for the City as well. Many of the functions eliminated by budget constraints can be handled by elderly volunteers. Most are functions that would not be done otherwise and would not impinge on current jobs.

- Increased numbers of elderly ensures increased opportunity for the implementation of technology specific to the welfare of the elderly. An example is the technology available in the "R-U-O-K" program where an automatic calling system is added to the police communications center. This automatic dialing system contacts the elderly on a daily basis, helping to assure their well being and giving them a feeling of security.
- The increasing number of senior centers, convalescent, retirement homes and/or alternative collective living environments for the elderly in the City affords a greater opportunity to get the crime prevention message out en masse to the elderly.
- More elderly in the populace, coupled with an emergency response program, means a higher number of elderly abuse cases (both physical and mental). Ever-increasing attention is being focused on this problem as was the case with child abuse several years ago. Accordingly, increased attention and awareness affords an opportunity by increasing the likelihood of making similar in-roads on this problem.
- Costs related to State mandated elder-abuse emergency response programs (Event 1), mandatory training (Event 2), and elderly well-being check programs are all reimbursable pursuant to Government Code 17561.
- The City Council is supportive and sensitive to issues involving the elderly.

The panel agreed that the following threats may inhibit the eventual construction of strategy:

- Money available for elderly programs is scarce. The resource projection is based on the best estimate of revenues and expenditures for the next several years. It is expected that there will be insufficient resources to maintain current budget levels and program cuts will be necessary. This could prevent the implementation of programs geared towards the elderly.
- The City Manager's policy is that proposals for new programs or higher service levels require a corresponding reduction in existing programs. Should a new program be proposed, a detailed explanation must be submitted that demonstrates the critical nature of the new program, a cost benefit analysis, and why the program identified for elimination is no longer needed. Obviously, supporters of existing programs will fight to keep them and it may be difficult to assemble conclusive preliminary data on the effectiveness of a program proposed for the elderly.

- The changing family structure, brought about through migration, divorce, decreasing numbers of children and more single or widowed elderly, has contributed to the declining informal support system traditionally provided by families. This is anticipated to lead to higher levels of alienation and isolation within the elderly population. When people are isolated their fear of crime increases.
- The elderly have increasingly become metropolitanized and this trend is expected to continue. This has important victimological implications since the rates of criminal victimization are much higher in urban centers than they are in rural areas.

Organization Capability

In assessing the Department's organizational capabilities the panel determined the following strengths:

- The police department has been challenged to create revenue generating programs to offset the threat to cut its budget by one million dollars. The challenge has been met and several proposals are being examined to make up the shortfall. These alternate sources of revenue include increases in parking ticket fees, towing charges and various administrative fees. Such measures would generate at least \$1,020,700, more than enough to offset the budget cut and prevent job losses. The proposals have received high marks from the City Manager and it is anticipated that many will be implemented after a review by the City Attorney. Consequently, no personnel losses are expected and no reductions in services provided are planned this year. Additionally, it is probable that any shortfall would be offset by State mandated funding for mandatory programs.
- Berkeley has a history of unique programs revolving around a philosophy of government that clearly serves the needs of the community. This dedicated "service philosophy" is coupled with the flexibility to react to social and demographic changes.
- The police department does not operate in a vacuum. It prides itself on being in tune with, and an integral part of, the community from the beat officer up to the Chief. The department's Community Services Bureau manages an innovative program through Neighborhood Watch called Partnership Against Crime (PAC). PAC involves agreements (written directives) that are in essence informal contracts developed by Neighborhood Watch groups and the police department which establish crime prevention and other City services priorities in the neighborhoods. The primary intent of the PAC program is to increase the accountability of city service to the community. The

program is an excellent vehicle by which the needs of the elderly can be brought to the attention of the police department and other City service providers.

- Although rather limited, the police department has presented various Senior Crime Watch programs at the Senior Citizen Centers and has sponsored a Senior Escort program (providing escorts to and from Senior Citizen Centers) in response to a rash of purse snatches occurring in the vicinities of the Centers. These efforts have generated support, and have created a foothold in the elderly community by developing a direct link with the police department.

The following weaknesses were identified by the panel:

- In spite of the probability that this year's budget crisis will be averted, police services will, at best, remain at status quo unless reimbursement of legislatively mandated costs becomes a reality. In order to develop a strategy to address the continuing increase in crimes against the elderly, we must first deal with the City Manager's edict requiring new programs be offset by a reduction in existing programs. Even at the status quo level, under its current configuration, the police department does not possess the resources for a comprehensive program to mitigate the growing crime and elder abuse problem amongst the senior population.
- In 1989 the police department reorganized the manner in which it delivers services, in order to address the drug trafficking problem. Accordingly, a 24-member Special Enforcement Unit (SEU) was created to curtail drug trafficking in Berkeley. No new positions were authorized to establish the SEU; rather personnel were reassigned primarily from the Detective Division to form the Unit. The reorganization has had a significant negative impact on non-drug related case investigations. Many cases with potential leads are not being followed through to a successful conclusion, sometimes creating a high level of frustration for citizens and officers. However, this is seen as a short term crisis. To offset this predicament, the department recently received authorization to hire additional officers to backfill some of the detectives transferred to the SEU and to beef up the Traffic Bureau. The Traffic Bureau officers will generate enough revenue to support the increased staffing.

Stakeholder Analysis

The development of a strategic plan involves the identification of the stakeholders and snaildarters. Stakeholders are those

individuals or groups who impact what we do and/or are impacted by the issue. Snaildarters are those unanticipated stakeholders who can impact your strategy.

A list of stakeholders, and assumptions attributed to each, as developed by the panel, follows:

1. **The Elderly** (As a group in the context that being elderly increases the probability of specific types of victimization).
 - a. Do not wish to become crime victims and would support programs designed to mitigate the rising victimization rate within their age group.
 - b. Rising victimization rates will cause elders to exert political influence and demand results.
 - c. Politically influential in community and supportive of police.
2. **The City Council**
 - a. Will support provisions to assist the elderly because it will be popular ("politically correct").
 - b. Sensitivity, even fear, of political potential of activists/advocates for the elderly.
 - c. Will question costs, effectiveness and sources of funding.
3. **City Manager**
 - a. Does not see elderly issue as one of high priority when considering the overall picture (lack of long range planning).
 - b. Without additional funding, new programs (City services) must be offset by reductions in other programs (services) due to diminishing resources.
4. **Neighborhood Watch Groups/Partnership Against Crime (PAC) agreements**
 - a. Will be guided in their support (or lack of) by the priorities of the group's membership.
 - b. With "graying of America" time is on the side of

support for strategies.

5. Persons under age 50 (Snaildarter)

- a. Will challenge why they are paying for government benefits and services that increasingly favor the elderly.
- b. Young vs. old (competing for resources) will increase political and social clashes between generations.

6. Private Security (Privatization)

- a. Will support strategies to accomplish the mission. The possibility of providing security for the elderly is potentially a large market for security firms in the private sector.
- b. Will welcome the opportunity to work more closely with the police department, thereby enhancing their overall credibility.

7. Police Department

- a. Will generally support strategies to accomplish the mission but will not support strategies that take away from existing programs.
- b. Line personnel will not clearly recognize the need for strategies at this time.
- c. Rank and file may fear potential for volunteers to take away jobs.

8. The District Attorney

- a. Will eagerly prosecute offenders who victimize the elderly, just as they now do on cases involving crimes against children (both age groups are viewed as more vulnerable and defenseless than the general population).
- b. Like the City Council, will support strategies as being the politically correct thing to do.

9. Berkeley Commission on Aging (Advises City Council on matters pertaining to elders)

- a. Will support but may attempt to control efforts in the accomplishment of the mission.
- b. Will attempt to form a partnership with the police in providing services and establishing priorities.

10. Banks and Savings and Loan Institutions

- a. Will support strategies to reduce elderly specific crimes.
- b. Concern that crimes against the elderly will mean loss of revenues for banks and savings and loan institutions.
- c. Would consider subsidizing crime prevention programs for the elderly.

11. Media

- a. Will be responsive to requests to cover programs developed for elderly.
- b. Major means of communicating with the public and decision makers.
- c. Can be positive and supportive or hostile and negative if not enough is done.

12. Adult Protective Services (APS)

- a. By investigating and attempting to correct situations of abuse, neglect, and exploitation, can provide valuable assistance to the police.
- b. Should the proposed "Emergency Response System" (Event 1) become law (SB 253), APS will have authority to request local police agencies to prepare and serve search warrants, thereby increasing the police workload.

13. Police.Chief

- a. Recognizes the need for and will support a plan to reduce elderly victimization.
- b. Will not support a plan that can only be implemented through cuts or elimination of other priority services or programs.

14. State Legislators

- a. Can influence other leaders and local politicians and draw positive public attention (media) to the issue.
- b. Could bring about Events 1, 2 and 3 and state mandates/funding through legislative process.

15. Insurance Companies

- a. Reduced elderly victimization means reduced insurance payouts. A percentage of the savings could go towards supporting elderly programs.
- b. Influential group in state politics.

The importance of each stakeholder and the certainty of the assumptions attributed to each were plotted on a Strategic Assumption Surfacing Plot Map (Appendix M) by members of the panel. The Strategic Assumption Surfacing Technique (SAST) is a method of identifying major stakeholders related to the strategic issue being addressed. These measures provide insight to the development of a strategic plan and strategies to gain support for a plan. Two criteria were applied to plotting stakeholders on the Map: (1) How important is the stakeholder to the issue and the organization? And, (2) what is the level of certainty that the assigned assumptions are actually correct?

Mission Statement

A mission statement defines the areas of operation for a given organization, serves as a foundation for policies/decisions, and reflects a department's philosophy and values. It should provide employees with a greater sense of direction for the delivery of law enforcement services, in turn permitting a proactive, rather than reactive, police response.

The Mission Statement must be flexible enough, however, to meet the changing needs of society and allow for developing new plans and strategies for the delivery of police services. The department's "macro-mission" statement reads in part:

"The Berkeley Police Department's mission is to protect life and property, prevent crime, arrest criminal offenders, and improve the quality of life throughout the community"

The end goal related to the selected issue is to enhance the quality of life for all. When the elderly are victims, so are their friends and relatives. By confronting, planning for, and controlling the growing problem of elder victimization we improve the quality of life for everyone, as we all grow old.

Specific to the issue and sub-issues, the following "micro-mission" statement was developed:

The City's rapidly increasing senior population has special needs, especially relating to certain types of crime. Increases in elderly specific crime have increased fear and feelings of vulnerability. It is incumbent upon law enforcement to formulate and execute policies and programs to enhance the service and protection for the safety and welfare of the older citizens in our community. Therefore, the Berkeley Police Department will work to develop and implement policies and programs to reduce criminal victimization of senior citizens and enhance the delivery of law enforcement services to the elderly.

Developing Alternative Policies

Utilizing a six member panel from both inside and outside law enforcement, the following goals were reached by consensus:

- Reduce criminal victimization of older persons.
- Enhance delivery of law enforcement services to older persons.
- Expand knowledge of the available services for the older population, including the scope of crime prevention and victim assistance programs.
- Improve quality of life for older residents of the community.
- Pay appropriate attention to the fears and concerns of the elderly; reduction of unwarranted fears.
- Increased sensitivity of law enforcement to difficulties experienced by some older persons.
- Increased involvement among the older or retired population in the planning, development, and execution of strategies and programs to meet the needs of the elderly.

Policy alternatives designed to achieve the goals were next developed by the panel using a modified policy delphi process. An analysis (pros and cons) of each policy is presented along with how each will be perceived by the stakeholders.

Policy 1

Create a "Crimes Against the Elderly Detail" within the Detective Division similar to the "Domestic Violence Unit" and the "Youth Services Bureau" to coordinate and assist on elderly victim cases. Experience indicates that two officers would be sufficient to handle the anticipated case load. Assigned officers are to come from existing personnel by shifting and combining specified assignments within the detective division.

Advantages:

- Fixes specific responsibility for coordinating investigations involving elderly victims, thereby minimizing the potential for cases to "fall through the cracks".
- Maximizes prosecution efforts and provides better coordination with other entities dealing with elderly concerns.
- Will result in a reduction in elderly victimization due to increased case closures and increased prosecution.
- Will enhance "target hardening", that is purchasing or installing new locks or lights in order to prevent the reoccurrence of victimization.
- Strategy does not call for an increase in personnel, thus would not be met with resistance from the City Manager.
- It is cost effective because it utilizes existing personnel and resources. Reduces crime without increasing costs.
- Confronts and controls elder victimization, thereby enhancing the quality of life.
- Provides for the collection of better data on elderly specific crime.

Disadvantages:

- The utilization of existing personnel requires that other assignments go unfilled or programs eliminated.
- Will create an increase in the workload of the department as some cases involving elderly victimization that previously would not have been investigated now will be.

Analysis of Policy 1

This strategy will be perceived favorably by the majority of the stakeholders. The primary exception would be Patrol Division

personnel should the two officers be removed from street operations, thereby increasing individual workloads in the Patrol Division and possibly causing officer safety concerns. Likewise, should the officers be pulled from other assignments (e.g. Drug Task Force), criticism can be expected, depending on whose ox is being gored. However, overall this strategy would be viewed as getting out in front of an emerging issue and confronting it head on. Also, it provides the added advantage of putting targeted cases on the fast track. This is particularly important when dealing with frail, intimidated elderly who may be poor witnesses (failing memories), and/or succumb before a trial begins.

Policy 2

Conduct mandatory in-service "awareness" training for all police department personnel focusing on elder abuse and elderly specific crimes (as is currently the case with cultural awareness training). The training will be comprehensive and managed/coordinated by the department's Personnel and Training Unit utilizing experts from the Sociology and Psychology Departments at the University of California, Berkeley; members from the Commission on Aging; investigators familiar with elderly specific crimes; representatives from Adult Protective Services and the District Attorneys office and geriatric (medical) experts. The development of program content should also include close consultation with POST. The training would be conducted on a regular basis through the career incentive program, which requires officers to complete up to 50 hours of training per year without additional pay, as part of their labor agreement.

Advantages:

- Will benefit a community which is becoming increasingly concerned about issues affecting the elderly.
- Will better prepare department personnel to serve the elder public. Increased "awareness" training relating to elderly issues will result in improved law enforcement service to the elderly.
- Will result in more prosecutable cases and a reduction in elderly victimization.

- Does not call for an increase in personnel.

Disadvantages:

- Increased costs for training will be a problem. Although some instruction could be provided by POST and "public agency" experts and some may be provided free of charge as "community service", most "outside" experts/instructors will require payment.
- Increased workload for the Personnel and Training Unit. It may mean that training needs will have to be prioritized and other training will have to be eliminated.

Analysis of Policy 2

This strategy, like the first, will also be perceived favorably by the majority of the stakeholders. There exists a possibility that rearranged training priorities could negatively impact training for programs of concern for people under age 50 (snaildarter). This could create a political backlash, however, it is only a remote possibility and rather unlikely. Depending on the cost of instruction, the City Manager may be in opposition, unless it can be shown that something else can be given up to offset the costs. Of course, should Event #2 occur (State requires mandatory training for police officers in the prevention of crimes against the elderly), mandatory funding for training would become available (Government Code Section 17561).

Policy 3

Form a Public Safety Committee on the Elderly (task force), to be chaired by the Director of the Community Services Bureau (a police lieutenant) and comprised of the Chairperson from the City's Commission on Aging (COA), the police department's Neighborhood Services Liaison (NSL), and representatives from Alameda County Adult Protective Services, the City Manager's office, the District Attorneys office, the Academic Geriatric Resource Center (University of California, Berkeley), and the local press.

The Committee would play an active role in the development and delivery of crime prevention programs and victim assistance to older persons. Members would work as both a sounding board and an

advisory body for the police department to address crime-related issues which impact the elderly and would recommend programs to assist seniors, including the many opportunities to involve volunteers in the achievement of the committee's objectives. The Committee would be an important part of the department's linkage with the elder community as a whole and would serve as an ongoing advisory body to the department.

Committee tasks and responsibilities would include:

- Assisting the police department in developing the mechanisms to identify the crime related concerns of the senior community.
- Preparing a list of available services for seniors, especially as related to law enforcement endeavors.
- Establishing an elderly well-being check program consisting of an automatic calling system to be administered by the police department.
- Recommending additional strategies to reduce crime against older persons, or their fear of crime through:
 - The development of pro-active "Senior Citizen Crime Watch/Awareness" programs within the existing Neighborhood Watch/Partnership Against Crime (PAC) program in the Community Services Bureau (CSB) of the police department.
 - Creating a Crime Prevention through Environmental Design program within the CSB for design review of senior centers and living environments for elders (increased lighting, no secluded parking areas, etc.)
 - Crime prevention education and techniques designed for senior citizens.
 - Processes for identifying and serving elderly victims. These might include expansion of victim/witness assistance component, with senior volunteers.
 - Assistance in creating a volunteer program in the police department, emphasizing involvement with strategies to reduce crime and fear of crime.
 - Increased reporting of victimization and suspicious activities (will provide better data regarding elderly specific crime).
- Publicizing issue and efforts in local media.

- Identify/recommend/conduct training programs for police officers and the community.

The Neighborhood Services Liaison (NSL) currently assigned to the police department's Community Services Bureau (Crime Prevention) would serve as the functional liaison between the Committee and the department for coordination and communication of specified tasks. The NSL will have the responsibility for liaison with the various detective division details investigating crimes with elderly victims, e.g. - Property Crimes Detail for fraud schemes; Assault Detail for elder abuse, etc. He/she will provide feedback to the Committee for crime analysis and prevention purposes and to ensure that cases do not "fall through the cracks" during the investigation or prosecution stages.

An objective of the policy would be to develop pro-active "Senior Citizen Crime Watch/Awareness" programs within the existing Neighborhood Watch/Partnership Against Crime Program (PAC). Efforts would be made by the Committee to obtain state, federal and private grant money by being innovative in the approach to confronting and controlling elderly victimization. Additionally, this strategy would utilize properly trained, competent private security firms (privatization), working as partners with the police department, to provide security in and around the ever increasing number of senior living environments. Costs associated with the program would be covered through grants, coupled with the ability of seniors to pay on a sliding scale. Other possible funding sources would include drug asset forfeiture money and private subsidies, possibly from insurance companies, banks and savings and loan firms. Senior citizens make up a large portion of "savers" at these institutions and accommodating their needs would be good for business. A Seniors Volunteer component would also be included to assist in facilitating the program at little or no cost to the City.

Advantages:

- Assists in identifying crime-related perceptions of older persons in the community through formal (surveys, etc.) and informal communication.
- Allows for the inventory of existing programs designed to meet local seniors' needs. Aids in planning, prioritizing and implementing new programs.
- Incorporated within the PAC program (informal contracts with citizen groups) allows for individualized service designed specifically for the needs of each Senior Crime Watch group.
- Provides an opportunity to create an innovative problem solving program concerning elderly issues by forming a joint venture with the elderly, private enterprise (security companies) and grant providers - the result of which could be the model for other jurisdictions.
- Cost effective; reduces crime, increases security at minimum costs - grant money and State mandated funding may be able to provide additional coordinator for senior PAC programs.
- Most comprehensive strategy for achieving described goals and policies.
- Best strategy for meeting opportunities and challenges of forecasted trends and events.
- It focuses on the issue and sub-issue questions and leads us to the normative scenario state.

Disadvantages:

- Will require a person (non-sworn) be hired or transferred to the Community Services Bureau to assist the current NSL with the additional workload of setting up the agreements with the senior citizen groups, write the grants and generally manage the program. However, as indicated above, this would not be a problem if a grant, subsidy or sufficient drug asset seizure money provided personnel.
- If utilized, would require monitoring of outside services provided by private security companies, setting of contracts, management of grant monies and sliding scale fees.

Analysis of Policy 3

This strategy is the most ambitious of the three. It would be a large undertaking. At the same time, it provides the opportunity for greatest benefit. It incorporates key components of the previously listed policy considerations. It has all of the

criteria for a community based policing program and is geared to be directly attentive and accountable to the needs and concerns of the elderly, for they are the ones who help decide (given resources) what services are to be provided. If the program is implemented at the expense of other programs (e.g. Youth Services), then political and social clashes might be expected (snaildarter). In that the program is designed to be economically self-sufficient and politically supportable, it will be perceived as beneficial by the City Manager and City Council.

Preferred Policy

Policy 3 was selected as the strategy that will best assist the police department in fulfilling its role by providing a comprehensive, coordinated attack against elderly specific crime.

Rather than creating a new, two investigator unit within the detective division as called for in Strategy 1, responsibility will remain with the appropriate Detective Division units to handle crimes against the elderly within their existing areas of responsibility. A consensus of panel opinion indicates that by acting as a case monitor, the Community Services Bureau NSL can insure that investigations do not drag or get "lost" in the system and can provide valuable feedback to the elder community via the Public Safety Committee on the Elderly.

Policy 3 insures timely investigations, provides feedback for prevention, and obtains community input; all of which contributes to accomplishing our mission - enhancing the quality of life by suppressing crimes against the elderly.

Justification

It is apparent that a coordinated, comprehensive attack on several fronts is necessary if there is to be any real hope of limiting the growing number of older Americans who are victims of elderly specific crimes.

Policy 1, by itself, was eliminated because it does not go far enough. It is not comprehensive.

Policy 2 was eliminated due to cost factors as well as not going far enough. Although some instructors may be willing to donate their time, it is felt that the majority would seek payment. What with pending budget cuts, payment for such instruction would be hard to come by without the occurrence of Event 2 (mandatory training) and the accompanying reimbursement funds. With the occurrence of Event 2, policy 2 would become a mandatory component of policy 3.

The policy designed as the Berkeley Police Department's response mitigates the forecasted increase in elderly specific crimes; mitigates the projected increase in the police workload; capitalizes on the increasing political clout of the elderly; and increases services available to meet the needs of the elderly through the use of volunteers and other mechanisms. The strategy selected is feasible, desirable, and would maximize stakeholder support and minimize stakeholder opposition. It takes into account the Department's external environment as well as its internal strengths, weaknesses and capabilities.

Implementation Strategy

The components of the strategic management plan have been identified and a policy has been selected. Now the implementation plan must be developed. Strategies for implementation first require approval of the Police Chief, the City Manager and the City Council. Council approval will result in a supporting Council Resolution followed by appointments to the Task Force. The Task Force will further develop and oversee the program and its implementation.

The following action steps and timelines are, by necessity, general in nature to provide flexibility. The plan is the result of the data, analysis and methods used to this point and are to be

implemented in accordance with the stakeholder negotiations outlined later in this section.

Phase 1 - Gaining Support for Program

Timeline 0 to 2 years

- Select Public Safety Committee on the Elderly members in accordance with positions identified in strategic management plan.
- Chair to give implementation plan assignments to committee members in accordance with their expertise.
- Author City Council Resolution supporting program (see sample Appendix N).
- Conduct in-house training to educate officers about the need for the program and to gain their support - they are needed as advocates.
- Conduct a campaign to educate the public, politicians, media and spokespersons for the elderly about the need for the program for purposes of gaining public support and providing information about what is being done and what needs to be done.
- Issue periodic press releases to update the public and keep the program in the public eye.
- Explore funding sources - all grants applied for should include both personnel and equipment - lobby legislators for passage of mandatory programs (Events 1, 2 and 3), resulting in mandatory financial reimbursement. Provide data on need - press clippings, etc.

Phase II - Program Implementation

Timeline 2 to 5 years

- Recruit and train a seniors volunteer component to assist with the Senior Citizen Crime Watch/Awareness program.
- Develop Senior Citizen Crime Watch/Awareness programs within the framework of the existing Neighborhood Watch/Partnership Against Crime (PAC) program. PAC agreements are written directives developed by Neighborhood Watch groups which establish Police Department and Coordinated City Services crime prevention priority programs in the neighborhoods.
- Regular review of elder victimization cases by the Neighborhood Services Liaison (NSL) in conjunction with the Crime Analyst in order to analyze data regarding elderly victimization and design prevention programs through the PAC program.

- Implement procedures for monitoring and evaluating the services provided by private security companies, managing grant and asset forfeiture money, sliding scale fees and reimbursement for legislatively mandated costs.
- Implement specific evaluation measures to check the effectiveness of elderly specific crime prevention programs by utilizing Crime Analysis Unit resources (automated data banks) to track trends by crime, location and victim's age, etc.

Phase III - Overall Program Evaluation

Timeline - on going

- Allowing that elderly victimization rates will initially increase with more focus and better data, success will eventually be measured in terms of reductions in elderly victimization and overall satisfaction amongst the elderly population (determined via feedback to Task Force and the Community Services Bureau via the PAC program).
- The Task Force is to remain in effect for as long as needed to review progress (analyze, evaluate, recommend, modify). Members are to meet regularly and keep the Council and appropriate officials informed regarding the issue. If/when appropriate, the role of the Task Force can be transferred to the City's Commission on Aging (COA).

NEGOTIATING ACCEPTANCE OF THE STRATEGY

Elder victimization and the strategy to address it will require various levels of support, commitment and/or involvement from stakeholders. Negotiation to secure support must be based on an understanding of the points of view for all concerned. Key points of view and areas of flexibility allowing for negotiation are next analyzed for the negotiator and several stakeholders considered most critical to the process.

Negotiator's Position

Not Negotiable:

- The program must be managed and controlled by the Police Department's Community Services Bureau in partnership with the Public Safety Committee on the Elderly. Direct input from elderly communities is to be provided via the PAC program. This is the heart of the program and the key to its success.
- Investigative tracking for cases involving elderly victims. These cases need to be placed on the "fast track" and

monitored from beginning to end, like is done now for "career criminal" cases (no plea bargaining, high bail, etc.). This will insure that these cases do not "fall through the cracks" and are prosecuted to the fullest extent of the law, thereby increasing the potential for suppressing elderly specific crimes.

- The addition of a non-sworn position in the Community Services Bureau to manage the Senior Crime Watch/PAC program is non-negotiable. This program involves too much work to be undertaken with the current staffing level and is doomed for failure without proper staffing.
- Private security personnel contracted to provide security in and around areas where seniors live or congregate cannot, by reputation or actions, cast a detrimental image upon the program or the department.

Negotiable:

- Scope of role and involvement of Senior volunteers. In order to insure "buy-in" to the program, seniors must be a part of the planning and management of the program.
- Investigative responsibility for crimes against the elderly within the detective division is negotiable and could be combined with the responsibilities of another unit, depending on workload. Experience with the program will better help make this determination.
- Any and all sources that would result in legitimate funding for the program including but not limited to grants, asset forfeiture, unclaimed money from the property room (with court order), fund raisers, subsidies, State mandated funding, etc.

Stakeholders' Positions

The Elderly

Non-flexible:

- Their participation, geographically, by living groups/areas in determining the priorities for delivery of police services from both private and public agencies. Again, this is an essential aspect of the program for "buy-in".
- Position that as a whole, the elderly are becoming more vulnerable and the issue is a deserving priority.

Flexible:

- The duties and responsibilities of the Senior volunteers involved in the program.

The City Council

Non-flexible:

- Program must fill an unmet need, be productive, cost effective and politically favorable in results.

Flexible:

- The design and control of the program. It would be to their political advantage to take credit for the success of the program, therefore they will favor the approach that best serves this purpose.
- Appointment of advisors to the program.
- Involvement of private sector in the program.

City Manager

Non-flexible:

- Will not support the program if it is not financially self sustaining or if it increases the budget (unless approved by the Council). Reimbursement for legislatively mandated costs would resolve this.

Flexible:

- Amount of City staff time required to implement the program, i.e. review by the City Attorney's staff and other City entities.

Persons Under Age 50 (Snaildarter)

Non-flexible:

- Will oppose if their funding/programs are reduced because of new programs for the elderly.

Flexible:

- Involvement from this segment of the community in participating in the management of and/or providing input into the program.
- The design and control of the program.

Private Security

Non-flexible:

- Ability to have immediate contact with the police department's patrol division for backup and support.

- Working within the conditions of the security firm's contract with the City.
- Must be profitable.

Flexible:

- Authorization to carry firearms.
- Allocating staffing according to needs.

Stakeholder Negotiations

Data has been presented showing elderly victimization as an important emerging issue for law enforcement. This segment covers negotiating for the acceptance of the policy and strategies by the key stakeholders. Due to the different needs and perceptions of the stakeholders, more than a single negotiation strategy is necessary and may vary depending on the stakeholder.

The key to success will be the selling of the plan by defining the problem, demonstrating the need and describing how the selected policy and strategies will have the maximum benefit with minimum negative impact on the stakeholders.

A first step will require a meeting between the negotiator, the Chief and the City Manager wherein the latter two are provided data demonstrating the need and are informed about the workable policy and strategies that have been developed. Once convinced, the City Manager will need to attain City Council support by getting one or more members involved in the project, possibly as a liaison to the rest of the Council and Task Force. Next, a Project Manager would be brought on board and members of the "Public Safety Committee on the Elderly" (Task Force) would be selected by the Council. The early participation of the Chairperson from the City's Commission on aging would add credence and validity to the effort.

The Public Safety Committee on the Elderly is a task force with broad representation. Upon approving the plan and implementation steps, the task force will be in a position to gain public support

to launch the program. This can be accomplished through the media and contact with other leaders on local and state levels. Next, the Task Force will further design, propose and recommend the program to the City Council. Once approved by the Council, the program will be adopted and ready for implementation.

The process of negotiating with each stakeholder regarding the implementation of policy and strategies would be too complex and time consuming to address in this document. However, the following abbreviated model offers an overview of strategies for several instrumental stakeholders:

The Elderly

The elderly as general stakeholders should be supportive of the plan. The elderly are the reason for the plan's existence. It is appropriate to take a "we are friends" approach and solicit their maximum input and participation, thereby increasing buy-in. Meetings with elderly specific groups, giving them representation, involving them in creating the program and making it theirs are appropriate tactics.

The Chief

The Chief's involvement, conviction and backing are crucial to successful implementation. He recognizes that the rising elderly population will present challenges for law enforcement. A direct and open approach providing the key elements of this study is the basis by which the program will be sold to him.

The City Manager

The City Manager's support and participation are key to the success of the program. He needs to be brought into the fold and shown the benefits (both political and moral) to the City as a whole and to the elderly in particular. Here, the Chief and negotiator need to stress the program's potential to increase crime prevention efforts in all sections of the City and to cost effectively reduce elderly victimization. The City Manager can be convinced as to the need for the program based on the key elements of this study. As with the Council, prominent advocates and allies can be persuasive or bring political pressure to bear through community support efforts.

The City Council

Concerns over costs and competing needs frame the Council's position. The City Manager will need to convince key players that the program is cost effective. Involving one or more Council members in the project early on increases the chances of getting

them to participate in developing a plan they can support. Through the voices of prominent advocates and allies in the community, political pressure can be brought to bear if needed. A random sample survey from the community may convince the Council to support the plan.

Persons Under Age 50 (Snaildarter)

Because of the size and diversity of this group, it may be difficult for them to attain an organized consensus against the issue. Therefore, it may be best to implement the plan and see what happens. Only the most selfish would not realize some value in supporting the plan and the benefit to them in the long run. Due to the size and diversity of this group, a "shotgun" media blitz might be useful in gaining support from the majority of the people below the age of 50. Prominent advocates of various ages under 50 would help in swaying opinion. As stated earlier, this group could be a snaildarter should the plan be perceived as one of young vs. old (competing for resources). Negotiations will need to focus on competing issues and should involve the participation of both sides working for resolution. A useful strategy might be to provide statistics showing that proportionately, the elderly are victimized more than other age groups.

The Media

Unveiling this program provides an excellent opportunity for positive media coverage, which will ultimately enhance community awareness and facilitate community faith in the police department. The media can be of assistance in creating favorable public awareness about the issue. Therefore, it is crucial that the media be kept informed and "sold" on the program. This creates positive social and political climate, and obtains/maintains support of stakeholders and policy makers.

SECTION IV: TRANSITION MANAGEMENT

This study has described the current situation regarding elderly victimization and has portrayed a possible "worst case scenario" future state should elderly victimization and its causes go unchecked. A preferred strategy for reaching a more desirable future state has also been developed. The transition management plan connects the current state with the desired future state by managing the change necessary for transition to take place.

This section provides a transition management plan for implementing the strategic plan developed to mitigate the potential for increased crimes against the elderly.

Critical Mass

"Critical Mass is defined as those people or groups who, if actively in support of the change, ensure that the change will take place."²⁷

A primary step in the transition management plan is the identification of the individuals and groups necessary to make the plan work. Groups identified in the Strategic Plan included the elderly, the City Council, private security firms, the police department, the District Attorney's office, the City's Commission on Aging, Banks and Savings and Loan Institutions, and the media. From this, the "critical mass" (the minimum number of individuals needed to make the plan happen) is identified as follows:

1. City Manager
2. Chief of Police
3. Commander, Community Services Bureau
4. Chairperson, City's Commission on aging
5. District Attorney
6. Under 50 age groups
7. City Council

The above entities hold the key to success for the transition management plan. Without their support, the plan will fail.

Readiness and Capabilities of the Critical Mass

Readiness for change is measured in terms of the willingness, motives, and aims of members of the critical mass. Capability

involves power, influence, authority to allocate resources, and the possession of information and skills required to carry out the necessary tasks.²⁸ The following chart depicts the readiness/capability of the critical mass:

READINESS/CAPABILITY CHART

Critical Mass	<u>READINESS</u>			<u>CAPABILITY</u>		
	High	Medium	Low	High	Medium	Low
City Manager			X	X		
Chief of Police		X		X		
Commander, Community Services Bureau		X		X		
Chair, COA	X			X		
District Atty			X		X	
Under 50 age groups			X		X	
City Council			X	X		

An appraisal of the readiness and capability of each entity within the critical mass will assist in identifying those areas which need to be focused on for the change process to occur.

Levels of Commitment

The following Commitment Chart depicts current and minimum commitment levels for each member/group of the critical mass. From this, a strategy can be developed to ensure that the required minimum level of commitment is secured from each member. It is imperative that no member "block" the change effort. "X" represents the commitment level currently held and "O" represents the commitment level needed.

COMMITMENT CHART

Actors in Critical Mass	Block Change	Let it Happen	Help it Happen	Make it Happen
City Manager	X		O	
Chief of Police			XO	
Director, Comm. Services Bur.			X	O
Chair, COA				XO
District Atty		X	O	
Under 50 age Groups	X	O		
City Council		X	O	

The following is a discussion of each member of the "critical mass", their current level of commitment to the plan, the minimum level of commitment required of them, and the approach to be used to gain the necessary commitment.

1. **City Manager** - The City Manager has a low level of readiness and a high capability for change. He does not see the elderly issue as one of high priority when considering the current priorities. His view is that without additional funding, new programs must be offset by reductions in other areas. He needs to be convinced that operating costs won't substantially increase as well as being convinced as to the "political" and moral correctness of the program before being moved from "block change" to "help it happen". Catalysts for movement can come from several directions. A strong sell by the Public Safety Committee on the Elderly, evidence of the need, recognition of a commitment from the Chief and City Council and the benefits of an enhanced general crime prevention capability should produce the desired movement. With the elderly becoming an ever increasing political power, elderly victimization will assume a higher priority and the City Manager will be in the "hot seat" to allocate sufficient resources for the program.

2. **Chief of Police** - The Chief has a high level of capability and a medium level of readiness for change. He recognizes the need for programs to abate rising elderly victimization and is pro-active in his approach. He has considerable influence over other important

stakeholders such as department supervisors and trainers. The Chief is sensitive/responsive to the needs of the community. His level of commitment is in the "help it happen" mode. He only needs to be presented with a workable plan. Once this occurs, the Chief can deliver other stakeholders within the department, the City government and the larger community.

3. Director, Community Services Bureau, (CSB) - The CSB administers the Neighborhood Watch and Partnership Against Crime (PAC) programs. The primary intent of the PAC program is to coordinate and increase the accountability of city service to the community. As such, the Director is a key operative and the most appropriate person to be designated as the Project Manager. Senior Crime Watch groups incorporated within the PAC program (informal contracts with citizen groups) allows for individualized service designed specifically for the needs of the elderly communities. CSB personnel would be responsible for the coordination of contracting with private security firms, a Senior Volunteers program and grant writing. Additionally, CSB personnel are able to monitor elderly victimization cases to maximize prosecution efforts and provide better coordination with other entities dealing with elderly concerns. At this time, the Director is committed to the program and is willing to "help it happen". As the Transition Manager, he must move to the "make change happen" level. As already indicated, the Chief can deliver the CSB Director. The Director's position will be accomplished by assignment from the Chief.

4. Chairperson, City's Commission on Aging - This person can deliver support from elderly interest groups (AARP, SIRS, etc.) and can assist in organizing a Seniors Volunteer Bureau. Her assistance is needed for the credibility of the plan. She would be valuable in encouraging elders to participate in PAC, report victimization, etc. She currently is in the "make it happen" mode and does not need to be moved. She is crucial to attaining support, active participation and "buy-in" from the Commission on aging. She can be offered a partnership with the police in designing programs, providing services and establishing priorities.

5. District Attorney - Must be willing to "fast tract" and not plea bargain cases involving elderly victims, like is now the practice on "career criminal" cases. Without this component, efforts to reduce elderly victimization are in jeopardy. To accomplish this the DA must be moved from "let it happen" to "help it happen". The elderly have garnered sufficient political clout to pressure the DA (an elected official) to implement victim assistance programs to serve elderly needs, including funding for special prosecution. The City's Commission on Aging could be designated to take the lead on delivering the DA through community organizing.

6. Under 50 Age Groups - These groups of people (consisting of PTA's, Scouting, YMCA, schools, etc.) whose interests generally serve youth will perceive this focus on the elderly to the

detriment of the community's youth. They will be unwilling to foot the bill if elderly services are perceived as being provided at the expense of public funding for youth programs and playgrounds. These groups are positioned in a "block change" mode and need to be moved to "let it happen". The CSB and the Commission on Aging will take the lead in negotiations focusing on competing issues with both sides working for resolution. These groups must be convinced that the plan will reduce elderly victimization, thereby enhancing the quality of life, which is in the interest of everyone. Reducing elderly victimization may also free up police to provide more patrol at parks and schools, a move that may placate some of their concerns. In short, by gaining their support, they become part of the solution rather than part of the problem.

7. City Council - The City Council as a whole is in a low state of readiness with a high capability to deliver broad support for the program. Support for seniors is a popular political issue. Because of the nature of the issue, as a group the Council is viewed as being in a "let it happen" mode and can be easily moved to "help it happen". The positive benefits and cost effectiveness of the program needs to be marketed to the Council so they can influence their constituents.

Because its their program, participation on the Public Safety Committee for the Elderly (Task Force) can move stakeholders to positions of support.

Management Structure for Transition

With change there is always a future state - a place or condition to be achieved; a present state - the current condition in relation to the desired state; and a transition state - the getting from the present to the desired state - the period during which the actual changes take place.²⁹

The transition state is defined as a set of conditions separate from both the present state and the future state.³⁰ Moving from the present to the future state requires planning and frequently a temporary structure designed specifically for the task. Transition management requires managing the change and at the same time managing the things that are not changing - all with an eye toward the future state.

According to Beckhard and Harris in their book Organizational Transitions, "The most appropriate management system and structure for the ambiguous transition state is the one that creates the least tension with the ongoing system and the most opportunity to facilitate and develop the new system."³¹

Although outside participants are involved in the proposed Strategic Management Plan, primary responsibility for "postchange" management will rest with the Police Department. The least amount of tension will result by appointing the Director of the Community Services Bureau (CSB) as the Project Manager to be charged with the responsibility of getting the job done. He is responsible for liaison with community groups and various City boards and commissions. With the support of the City Manager and Chief, he will have sufficient power to manage the change and mobilize the resources necessary to keep the change moving. Change, like leadership, is an influence process, so some form of power is required. Therefore, the Project Manager will be appointed by the Chief and will report directly to him. This management structure is uniquely suited for, and focuses specifically on, the change process.

With this plan and transition structure, the Director of the CSB will be a program integrator, charged with the responsibility of not only getting the job done, but having to do so with resources which are located in other parts of the organization - as well as other parts of the City.

The Transition Manager's first task is to work closely with the Public Safety Committee on the Elderly to organize the elderly PAC groups and to deliver the District Attorney and defuse resistance from the under 50 age groups. Next, he must ensure liaison with and between the Detective Division and District Attorney to ensure proper attention to cases involving elderly victimization. The Public Safety Committee on the Elderly (Task Force chaired by the Director of the CSB) will be the working force responsible for actions leading to implementation and on-going program evaluation.

The Task Force will be responsible for keeping the media informed and supportive.

During the course of the transition, the CSB Director will need to manage conflict, develop commitment, instill a sense of certainty and stability, and provide performance feedback up and down the chain of command and to other stakeholders who need to know.

The CSB Director is respected throughout the department and the City. He is capable of advancing new ideas, approaches, and viewpoints that may help solve old problems in new ways without being bound by internal culture, traditions, or politics.³² He has the necessary interpersonal skills to deal effectively with everyone involved with the transition plan. He has prior experience with transition management where he has had to establish timetables, monitor progress and modify plans. The PAC program as well as several other high profile successful changes in operation have been implemented under his leadership and direction, thus he is at ease in this environment.

Implementation Technologies

Managers must plan ahead for problems associated with resistance to change. The following is a listing of the technologies to be employed to support implementation of the strategic plan and reduce anxiety and confusion during the transition period:

- **Responsibility Charting** - To be utilized by the Transition Manager to "clarify role relationships as a means of reducing ambiguity, wasted energy, and adverse emotional reactions to change".³³ By developing a list of actions, decisions, or activities, specific job descriptions can be written that will serve as the basis for preparing standards of performance and insuring accountability. The technique will enhance conflict resolution, facilitate communication and clarify behavioral roles needed for change to occur. This technique plots the various actions or decisions necessary to accomplish a given step in the

change process with the required behavior needed from each participant. The behaviors plotted include:

- (R) The actor/participant has the responsibility for a particular action (not necessarily authority)
- (A) The actor/participant must approve the particular action (has veto power)
- (S) The actor/participant must support or provide resources for the action (but not necessarily agree with it)
- (I) The actor/participant must be informed or consulted prior to the action (but cannot veto the action)

The following responsibility chart demonstrates how this tool is used:

RESPONSIBILITY (RASI) CHART

A C T O R S							
DECISION ACTION	CITY MANAGER	CHIEF	DIR. CSB PROJ.MGR.	CHAIR COA	DA	UNDER 50 AGE GRPS.	CITY COUNCIL
IN-HOUSE TRAINING	A	A	R	S	S	I	A
BUDGET	A	A	R	I	I	I	A
INTERNAL SUPPORT	S	R	S	S	I	*	S
SELECT TASKFORCE MEMBERS	S	S	S	S	I	I	R
LIAISON W/ SPECIAL INTEREST GROUPS	S	S	R	S	S	I	S
DEVELOP/ MONITOR TIMELINES	A	A	R	S	S	I	S
PROGRESS REPORTING	S	S	R	S	S	I	S
POLITICAL SUPPORT	S	S	S	S	S	S	R

* = Irrelevant to the particular action

- Confrontation/Goal - Setting Meeting - One of the first steps should be for the City Manager and Chief to be the catalysts for igniting the critical mass. Meetings with the critical mass are necessary and will facilitate ignition. Here the City Manager and the Chief will take the lead in defining the needs of the existing state, defining the problems felt, and clarifying the rationale behind the need for change. The President of the School Board or the PTA could represent the "under 50 age groups" (Parks and Recreation, School District, etc.). These meetings are critical and essential for "getting our ducks in a row". They should be designed to describe the need, state the vision, and convey the sense of urgency for implementation of the plan. The meetings should elicit input regarding priorities, goals, means of communicating and plans for action. It is critical that the "change agents" demonstrate a clear commitment to the change during the course of these meetings. Once the transition is well underway, this core group needs to meet regularly to monitor and track what transition is actually doing to the affected organizations as it unfolds. Because they represent all of the concerns, they will be charged with the responsibility of watching progress and recommending course corrections. They will need to periodically meet in the future state to measure/evaluate goals and objectives in terms of reduction of crimes against the elderly and overall satisfaction with the program.

- Team Building Workshops - To be used for overcoming resistance, gaining trust and for managing anxiety and uncertainty. Workshops should be used by the Project Manager to introduce the change and the reasons for it, to the department and to describe the desired future state. They are a means by which he can share the vision, develop support, implement other technologies, get input/feedback, fix responsibilities and set timetables.

- Staying Visible and Communicating - Management must display the high levels of energy and commitment necessary to the change effort. If management does not show support and commitment, others

in the organization will tend to only "go through the motions." But, if management supports and participates in the program, others will be more inclined to follow the example. The Project Manager must champion the cause and push for progress on change. He must maintain a high profile on the program, functioning as the spokesperson inside and outside the organization and insuring that a proactive/positive outlook is maintained throughout the process. Those affected by the change must be kept informed and timing must be carefully considered.

- Community Meetings - Are essential for both selling the plan to the public and soliciting community input and buy-in (support). Information can readily be disseminated through press releases and via the Neighborhood Watch/PAC program. Spreading the word in this fashion is also conducive to gaining candidates for the Senior Volunteers component of the program.

- Managing the Neutral Zone - The Neutral Zone concept must be acknowledged and understood by the organization as a whole. It is "down-time" between the current state and the desired state and people need to recognize this as a transition-generated condition that will pass. Understanding that the Neutral Zone exists and has a constructive function in the transition process is difficult, yet necessary in order to prevent participants from concluding that "the end is at hand". Understanding can be achieved via Team Building Workshops and commitment will be reinforced during the transition period through a continuous demonstration of commitment on the part of the Chief and staff (Role Modeling).

Summary

The measure of an organization's effectiveness is frequently considered to be its ability to accommodate change when appropriate. Strategies for transition management include planning, an understanding of power distribution, consideration of relations, and attention to tempo - all vital to any approach to change.

The components of this plan are intended to involve as many stakeholders as possible in elderly victimization prevention efforts with the goal of empowering members of the senior community to address elderly victimization problems as they define them. Utilizing the policies and transition management strategies outlined will reduce elderly victimization and create a more desirable future for the good of the department and the benefit of the community as a whole.

SECTION V: CONCLUSIONS AND RECOMMENDATIONS

This study began with the issue question, "Will the increase in the elderly population effect law enforcement by the year 2000"?

The data provided shows that it will. Increased life-expectancy is leading to changes in crime types, frequencies and victim profiles. The growth in the elderly population is projected to continue until the year 2030.³⁴

With this increase will come an increase in elderly specific crime unless mitigated by programs and policies developed to offset the consequences. Focusing on future needs for reducing elderly victimization and improving the quality of life of the elderly produced the following general recommendations as guidelines for programs:

- * Elderly Victimization Prevention - Actions which elders learn to take to protect themselves from criminal harm by modifying personal habits and practices.
- * Elderly Crime Prevention through Environmental Design - Preventing elderly victimization through a reduction of the environmental sources of crime, i.e. elimination of secluded parking areas at senior centers, etc.
- * Police Agency Responsiveness - Modifying the functioning of the police agency so as to make it more sensitive to the concerns of elderly citizens and more effective in the management of elderly crime problems.

The formulation of specific strategies, policies and programs aimed at accomplishing the general guidelines resulted in the development of a strategic management plan that will bring about the desired future without diminishing police response and/or service capabilities to other problems and sectors of the public.

Key elements of the plan are the formation of a Public Safety Committee on the Elderly, a liaison person to monitor, analyze and coordinate elderly specific crimes, the use of private security guards at places where seniors live and congregate and the development of Senior Citizen Crime Watch/Awareness and senior volunteer programs.

The tasks of the Public Safety Committee are to work towards the reduction of elderly victimization, facilitate the assistance of elderly victims where possible, promote elderly crime specific training programs for police officers and training for the elderly in crime prevention and champion programs aimed at the specific needs of the elderly community.

The study discusses the forecasted increase in the police workload generated by the increase in elderly victimization and the resulting shift of services that will be demanded by the projected increase in the elderly population. To that end, the first sub-issue question, "How will service demands change as the result of a projected increase in persons 65 and over"? - is answered in the strategic management plan. Service demands will change due to the increased numbers and political influence of the elderly. Through the political process, elderly groups will demand programs that are sensitive to the concerns of elderly citizens and effective in the management of elderly crime problems.

Implementing the preferred strategy will modify the functioning of the police department by placing additional emphasis on elderly victimization. The strategic plan provides several key, cost effective changes in service such as an elderly victimization case tracking system using the career criminal tracking system model, a senior citizen crime watch program, specialized training for police officers and an elderly well-being check program (automatic dialing).

Senior citizens as a whole are supportive of law enforcement and want to assist police departments.³⁵ With increased political "clout" and more elders in community leadership roles, elder groups will display an unwillingness to be taken for granted. Therefore, it is incumbent upon police leaders to ensure that law enforcement agencies plan ahead to develop partnerships with senior leaders of the community.

The second sub-issue asked, "How will law enforcement handle the political influence of the elderly in demanding additional services"? Law enforcement will in the very near future, be in a position to capitalize on the political influence of the elderly by utilizing their political clout to the mutual benefit of both through the organization of Senior Citizen Crime Watch programs as described in the preferred strategy. Partnerships of this kind have increased support for police departments and have empowered communities to help themselves. Political power of this sort determines both the priorities for social action and the nature of the action itself.

A case has been made for the development and implementation of programs that focus upon the crime problems of the elderly. The last sub-issue concerns the deployment of police resources toward the control of crimes against the elderly by asking, "How will law enforcement find the resources to deal with elderly specific crimes"? This concern is addressed in the strategic management plan which calls for an increased emphasis on elderly victimization and fixes responsibility without restructuring the department. A task force approach is employed, utilizing members from stakeholder groups in order to maximize "buy-in" and participation. Implementing the recommended strategies and policies will result in the development of key resources from a seniors volunteer program, an elderly specific PAC program and the coordinated, focused resources of the District Attorney's office, the Commission on Aging, Adult Protective Services, the City Manager's office, the City Council and the Academic Geriatric Resource Center.

Law enforcement in the future will require a balance between high technology and high involvement with the community. As the number of elderly continues to grow both proportionately and in actual numbers, continuously examining the needs of the elderly will be a vital aspect of the future of positive community support and problem solving in policing. The strategies and policies

recommended herein are modest, yet can have a significant and far-reaching impact on bringing about a desired future.

Issues for Future Study

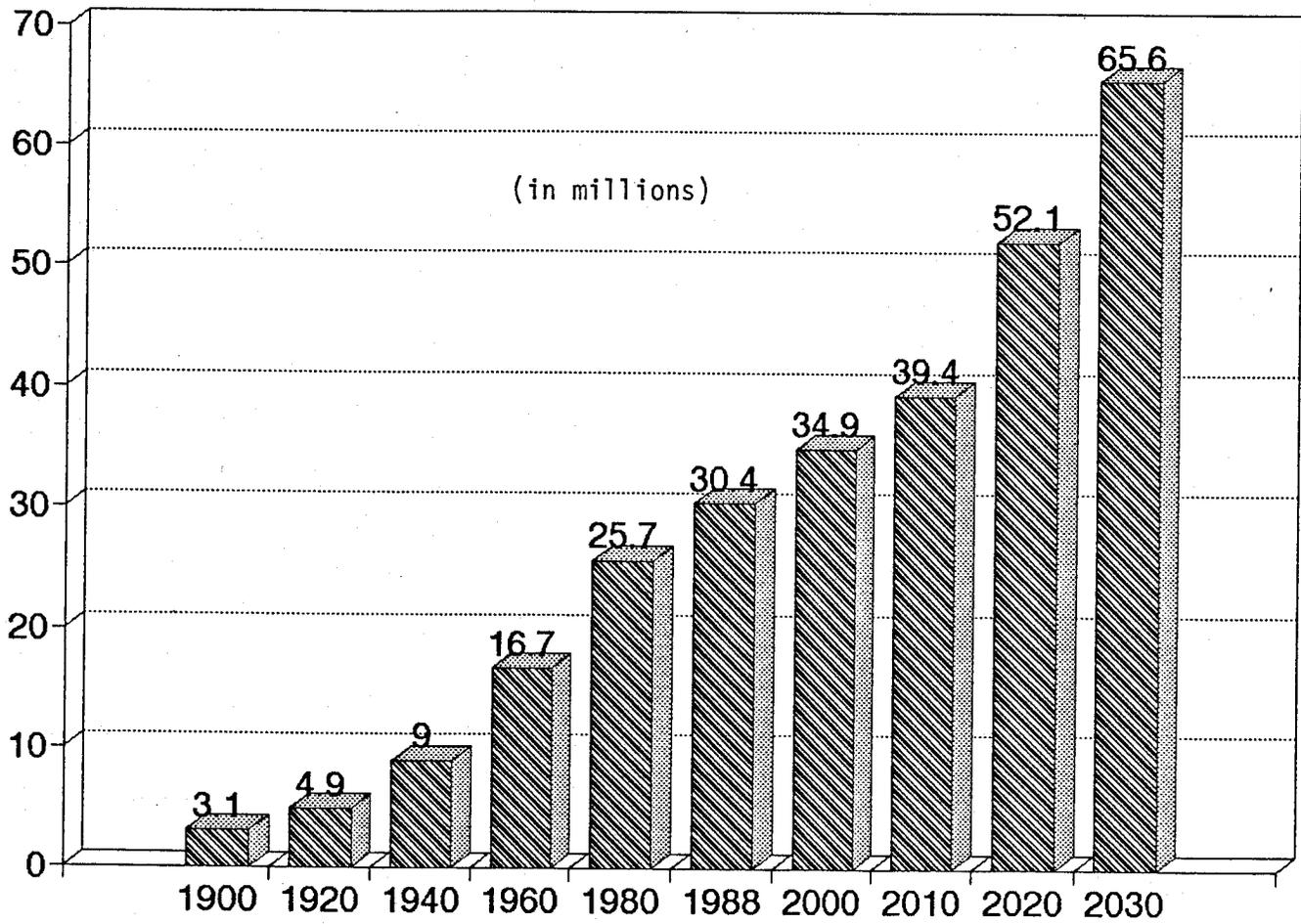
During the course of this project several other issue related areas surfaced. They were not examined in this study and are worthy of future consideration. They are:

- * The elderly offender and the criminal justice system
- * The elderly offender in prison
- * The impact of fewer 18 to 24 year old males on elderly victimization
- * Age as a criminological variable

APPENDIXES

APPENDIX "A"

NUMBER OF PERSONS 65+: 1900 to 2030



Source: "A Profile of Older Americans," AARP Pamphlet, 1989

**APPENDIX C
SURVEY
UNITED STATES SENATE
SPECIAL COMMITTEE ON AGING**

APPENDIX B - ELDERLY SPECIFIC CRIMES

1. Elder abuse falls within four general categories:
 - * Physical abuse - Includes, but is not limited to, beatings, sexual assault, unreasonable physical constraint, or deprivation of food or water.
 - * Psychological/Emotional Abuse - Verbal assaults, threats, subjecting an elder to fear, isolation and withholding emotional support.
 - * Financial Abuse - Theft, misuse of funds or property, extortion or fraud.
 - * Physical Neglect - Unreasonable physical restraint, over medication, or prolonged and continual deprivation of food or water; failure by a caretaker to assist in personal hygiene, or failure to provide food, clothing and shelter; failure to provide medical care; and failure to protect from health and safety hazards.
2. Health and Medical Frauds: Includes various forms of medical quackery which involve abuses within the context of the doctor-patient relationship or in the merchandising of drugs, health-aids or insurance.
3. Con Games/Bunco - This includes the full range of traditional bunco operations such as the "pigeon drop", "the bank examiner" and other schemes that tend to be the domain of professional con operators. Examples of this type are:
 - * "Pigeon drop" - The victim is approached in a public area by the con artist who starts a friendly conversation. She says that she just found a large sum of money on her way from work. What should she do with it? Maybe her "boss" can suggest something. She leaves to check and comes back a few minutes later. Her "boss" said to divide the money, but first, each person must put up some "good faith" money. Once the victim hands over his share, he never sees it or the con artist again.
 - * "Bank examiner" - A con artist in conservative business clothes contacts an elderly victim telling her that he is a bank official or FBI agent and needs the victim's help to catch a dishonest teller. All the elder has to do is withdraw her savings and give the money to him so he can check the serial numbers. As a representative of the bank or FBI, the con artist is trusted by the elder to redeposit the money. Of course, the money and con artist disappear.
4. Purse snatch/pickpocket: Due to their age related vulnerability or perception thereof, elders are more susceptible than younger persons to these crimes.

JOHN GLENN, OHIO
 BILL BRADLEY, NEW JERSEY
 QUENTIN N. BURDICK, NORTH DAKOTA
 J. BENNETT JOHNSTON, LOUISIANA
 JOHN B. BREAU, LOUISIANA
 RICHARD SHELBY, ALABAMA
 HARRY REID, NEVADA
 BOB GRAHAM, FLORIDA
 ROBERT KOHL, WISCONSIN
 MERRY SANFORD, NORTH CAROLINA

WILLIAM S. COHEN, MAINE
 LARRY PRESSLER, SOUTH DAKOTA
 CHARLES E. GRASSLEY, IOWA
 ALAN K. SIMPSON, WYOMING
 JAMES M. JEFFORDS, VERMONT
 JOHN MCCAIN, ARIZONA
 DAVE DURENBERGER, MINNESOTA
 LARRY CRAIG, IDAHO
 CONRAD BURNS, MONTANA
 ARLEN SPECTER, PENNSYLVANIA

PORTIA PORTER MITTELMAN, STAFF DIRECTOR
 CHRISTOPHER C. JENNINGS, DEPUTY STAFF DIRECTOR
 MARY BERRY GERWIN, MINORITY STAFF DIRECTOR/CHIEF COUNSEL

United States Senate

SPECIAL COMMITTEE ON AGING
 WASHINGTON, DC 20510-6400

October 15, 1991

Dear Law Enforcement Professional:

As Chairman and Ranking Republican Member of the U.S. Senate Special Committee on Aging, we are writing to request that you assist the Committee in its efforts to obtain quantitative information about non-violent crime and the elderly by completing the attached questionnaire and returning it in the enclosed, postage-paid envelope. This brief questionnaire is being sent to a scientifically selected group of law enforcement professionals throughout the country. We anticipate that the results of the survey will be tabulated and published by the Committee, and will be made publicly available. All the information you provide on this survey will remain confidential.

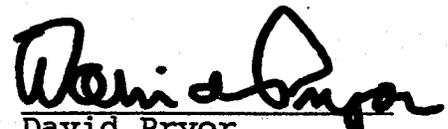
Scams, fraud schemes, and confidence games of all sorts are notorious for being targeted specifically against our older citizens. We were therefore quite surprised to learn that statistics on the frequency of these schemes are unavailable. The U.S. Department of Justice compiles thorough statistics on the incidence of violent crime in our society, including its impact on the elderly, but does not compile statistics on non-violent crime. When completed, the Committee's survey will be the best research tool available for measuring the effect of deceptive practices of all types on the elderly of this country.

We hope we can count on your assistance in this important undertaking. We believe that your responses will make a significant contribution to public and policymaker awareness of the scope, degree, and challenge that the problem of non-violent crime presents to our nation's elderly, their families, and their law enforcement representatives.

If you have questions about this questionnaire, please direct them to John Docherty of the Aging Committee staff. Mr. Docherty's address is Senate Special Committee on Aging, Room G-31 Dirksen Senate Office Building, Washington, D.C. 20510-6400, and his telephone number is (202) 224-5364. Thank you for your cooperation.

Sincerely,


 William Cohen
 Ranking Republican Member


 David Pryor
 Chairman

DP/WC:jfd
 Enclosures

**SENATE SPECIAL COMMITTEE ON AGING
QUESTIONNAIRE ON CRIME AND THE ELDERLY**

1. From the list below, please indicate the three types of fraud by which the elderly are most often victimized in your jurisdiction. (Place a "1" by the MOST frequent, a "2" by the NEXT MOST frequent, and a "3" by the THIRD MOST frequent.) Please do not count a particular fraud scheme more than once. For example, a scheme that involved the sale of worthless nursing home insurance to the elderly should be counted as either a nursing home fraud or an insurance fraud. Please do not count it as both.

- ___ BUNCO SCHEMES
- ___ SOCIAL FRAUDS (Fraudulent charities, social clubs, etc.)
- ___ NURSING HOME FRAUDS
- ___ HOME REPAIR AND IMPROVEMENT FRAUDS
- ___ INSURANCE FRAUDS
- ___ FUNERAL FRAUDS
- ___ LAND AND HOUSING FRAUDS
- ___ QUACKERY AND MEDICAL-RELATED FRAUDS
- ___ PHONY CONTESTS, SWEEPSTAKES, AND OTHER FRAUDS
 CONDUCTED VIA THE MAIL
- ___ AUTOMOBILE FRAUDS
- ___ BUSINESS AND INVESTMENT FRAUDS
- ___ OTHER (Please specify) _____

2. In the past year, would you say that there has been an increase in the number of times the elderly were victims of fraud, or would you say there has been a decrease, or would you say there has not been a change in the number of such incidents? (Please circle your answer.)

INCREASE DECREASE NO CHANGE NOT SURE

2a. [If "INCREASE" or "DECREASE" to question 2] Please estimate the percentage increase or decrease in such incidents in your jurisdiction in the past year.

% INCREASE OR DECREASE _____

3. When elderly persons are the victims of one of the frauds listed in question one, are they more likely to report the incident to the authorities than are non-elderly persons, less likely to report, or would you say that the elderly are about as likely to report the incident as are the non-elderly? (Please circle your answer.)

MORE LIKELY LESS LIKELY AS LIKELY NOT SURE

3a. [If "MORE LIKELY" or "LESS LIKELY" to question 3] To the extent possible, please quantify the degree to which elderly persons are more or less likely to report such incidents than are non-elderly persons (e.g., "20% more likely to report" or "30% less likely to report").

DEGREE MORE LIKELY TO REPORT _____ %

DEGREE LESS LIKELY TO REPORT _____ %

NOT SURE

4. Generally, when an elderly person is victimized by one of the frauds listed in question one, is the financial impact **greater** than on a non-elderly person, **less** than on a non-elderly person, or **about the same**? (Please circle your answer.)

GREATER LESS ABOUT THE SAME NOT SURE

5. Are elderly persons **more likely**, **less likely** or **about as likely** as non-elderly persons to be selected as "promising marks" by con artists? (Please circle your answer.)

MORE LIKELY LESS LIKELY AS LIKELY NOT SURE

5a. [If "MORE LIKELY" to question 5] Please list two or three attributes of the elderly that you believe makes them more likely to be victimized.

6. In the past year, about what percentage of the fraud and abuse cases directed toward the elderly involved the embezzlement of benefits and assets by immediate family members (e.g., theft of Social Security checks, stealing money from bank accounts)?

_____ **% OF THE CRIMES COMMITTED BY IMMEDIATE FAMILY MEMBERS**

6a. In the past year, would you say there has been an **increase** in the number of times the elderly were the victims of crimes committed by their immediate relatives, or would you say there has been a **decrease**, or would you say there has **not been a change** in the number of such incidents? (Please circle your answer.)

INCREASE DECREASE NO CHANGE NOT SURE

7. Please describe the newest type of fraud or con aimed at the elderly of which you are aware. (Please add more pages if necessary.)

8. Do you have any crime prevention programs in your jurisdiction that are available to the elderly or in which they can participate (e.g., Neighborhood Watch, etc.)? (Please circle your answer.)

YES

**NO
NOT SURE**



SKIP TO Q.9

8a. [If YES to question 8] How effective would you say these programs have been in preventing crimes aimed at the elderly? (Please circle your answer.)

VERY EFFECTIVE SOMEWHAT EFFECTIVE
NOT EFFECTIVE AT ALL NOT SURE

8b. Generally, do the elderly use or participate in these programs a good deal of the time, some of the time, or hardly at all? (Please circle your answer.)

A GOOD DEAL OF THE TIME SOME OF THE TIME
HARDLY AT ALL NOT SURE

8c. Please list the names of all the crime prevention programs currently under your jurisdiction. (Please add additional pages if necessary.)

9. Please use this space to expand on any earlier answers, to make any comments about the elderly and crime, and, particularly, to offer any ideas on how law enforcement can better protect older people from this sort of victimization. We are particularly interested in any changes in Federal law or Federal programs that you feel would make it easier for local and State law enforcement agencies to help protect the elderly. (Please feel free to attach additional pages.)

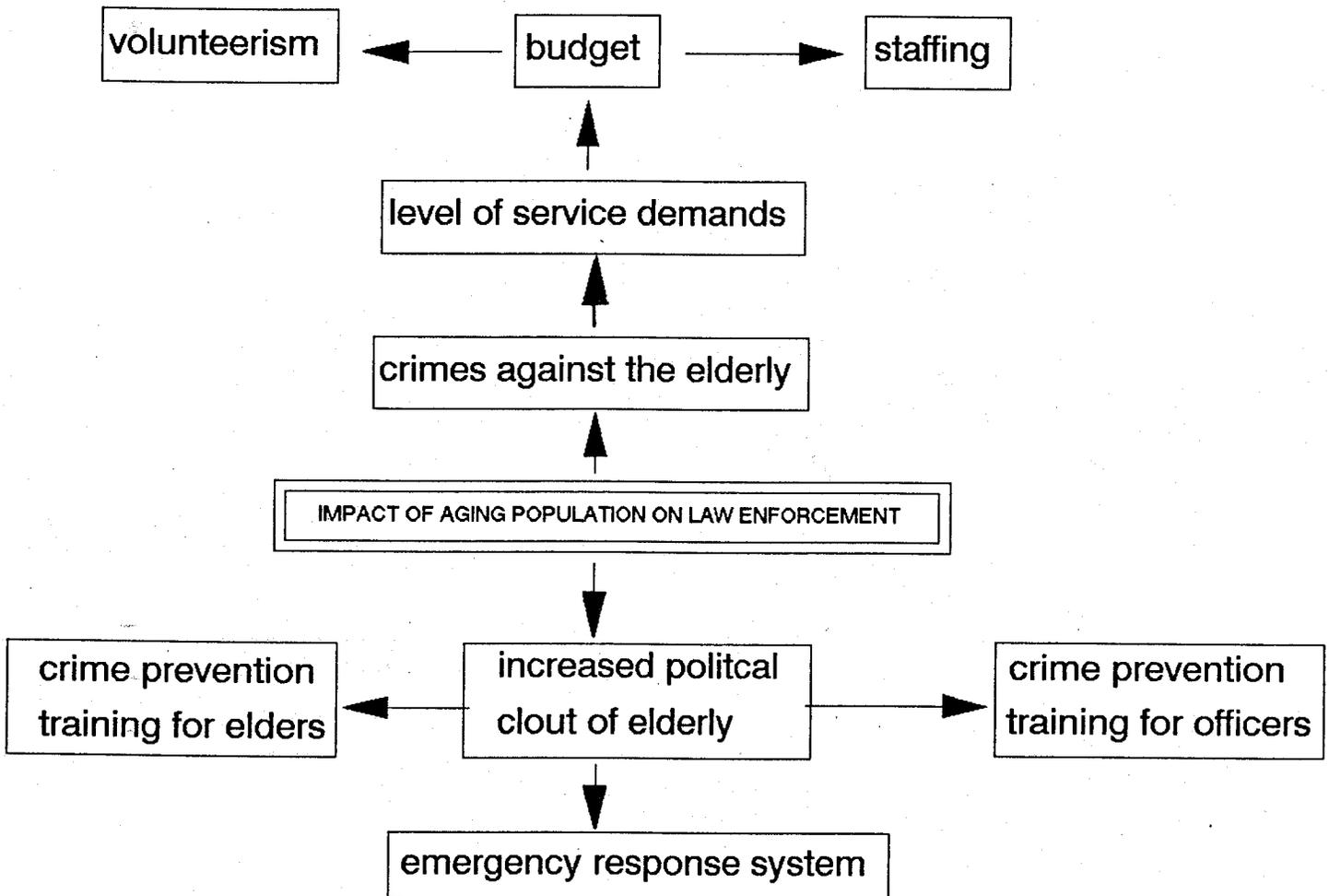
PLEASE RETURN YOUR COMPLETED QUESTIONNAIRE IN THE ENCLOSED RETURN ENVELOPE OR MAIL THE FORM TO:

U.S. Senate Special Committee on Aging
SD-G31 Dirksen Senate Office Building
Washington, D.C. 20510-6400

Attn: John Docherty

IF YOU HAVE ANY QUESTIONS, PLEASE CONTACT JOHN DOCHERTY OF THE COMMITTEE'S STAFF AT THE ABOVE ADDRESS OR AT 202-224-5364.

APPENDIX D - Modified Futures Wheel*



* Provides a visual relationship between the issue and related sub-issues

APPENDIX E

NOMINAL GROUP PANEL
LIST OF PARTICIPANTS

- The Coordinator, Academic Geriatric Resource Center, University of California, Berkeley, PhD, Public Health
- A Health Educator, Over 60 Health Center, M.A. Public Health
- A Consultant, Legal Assistance for Seniors
- An Instructor from a California State University, course on "Crime and Aging"
- The Chairperson for the City Commission on Aging, M.P.H. (Public Health)
- A Police Captain from a medium size police department
- A Police Lieutenant from a medium size police department
- A Police Inspector assigned to the detective division of a medium size police department
- A member of the Community Services Bureau of a medium size police department

APPENDIX F

TRENDS

- Solvency of social security system
- Directional change of sensitivity training
- Police workload impact (resulting from elderly victimization)
- Level of police reports involving elderly
- Elderly support groups form
- Size of elderly population
- Public Money available to care for elderly
- Level of automation and bureaucracy in the Police Department
- Welfare checks by the Police Department
- Use of retirees as volunteers
- Elderly workers displace younger workers
- Cultural diversity and its impact on reporting
- Condition and use of public transit
- Elderly specific crimes
- Elderly living alone
- Elderly drivers
- Housing Circumstances
- Medicare, Medical
- Services available to meet needs of elderly
- Size of Police budget
- Elderly organized into political factions
- Degree of affluence of elderly
- Living with relatives
- Home technology
- Number of convalescent, retirement homes and/or alternative collective living environments in the City
- Political clout of the elderly
- Shifting of Police Department budget toward elderly

APPENDIX G

EVENTS

- Defrauding the elderly becomes number one crime in Berkeley
- State mandates elder-abuse emergency response program
- State legislature requires mandatory elderly crime prevention training programs for police
- Law passes creating tax credit incentive for elderly care providers
- State allocates 25 million dollars for targeting crimes against the elderly
- Only career criminals eligible for incarceration
- Elderly gain control and dominate City Council
- State funds elderly welfare checkup program; Police Departments to administer
- City Council proclaims City a senior sanctuary
- Elderly advocacy groups form political coalitions to influence legislation, policy and institutions regarding the quality of life of older persons
- Prison population age 65+ exceeds 25%
- Creation of Federally funded long term, full health care for the elderly
- Federal and State funding for elderly programs cut
- Special protection act passed requiring additional resources
- Governor appoints a law enforcement advisory committee on elderly problems
- Elderly permitted to ride public transit free
- Mandatory retirement age raised to 70
- DMV prohibits driving after age 70
- Legislation makes crimes against person 65+ a felony
- Police budget cut 10%
- Home computers with full service banking capabilities in 75% of American households by year 2000
- Senior satellite housing for 20,000 seniors developed in Berkeley Marina area

APPENDIX H

TREND SCREENING FORM

CANDIDATE TREND	FOR PURPOSES OF TOP-LEVEL STRATEGIC PLANNING, HOW VALUABLE WOULD IT BE TO HAVE A REALLY GOOD LONG-RANGE FORECAST OF THE TREND?				
	Priceless	Very Helpful	Helpful	Not Very Helpful	Worthless
Solvency of Social Security System	3	3			
Police Workload Impact *	4	4			
Public Money Available to Care for Elderly	1	3			
Welfare Checks by Police Department	3	1			
Use of Retirees as Volunteers *	3	4			
Elderly Workers Displace Younger Workers	2	4			
Elderly Specific Crimes *	6	3			
Elderly Living Alone	3	1			
Housing Circumstances	2	2			
Services Available to Meet the Needs of the Elderly *	4	5			
Elderly Support Groups Form	2	3			
Political "Clout" of the Elderly *	5	4			

* Selected Trends

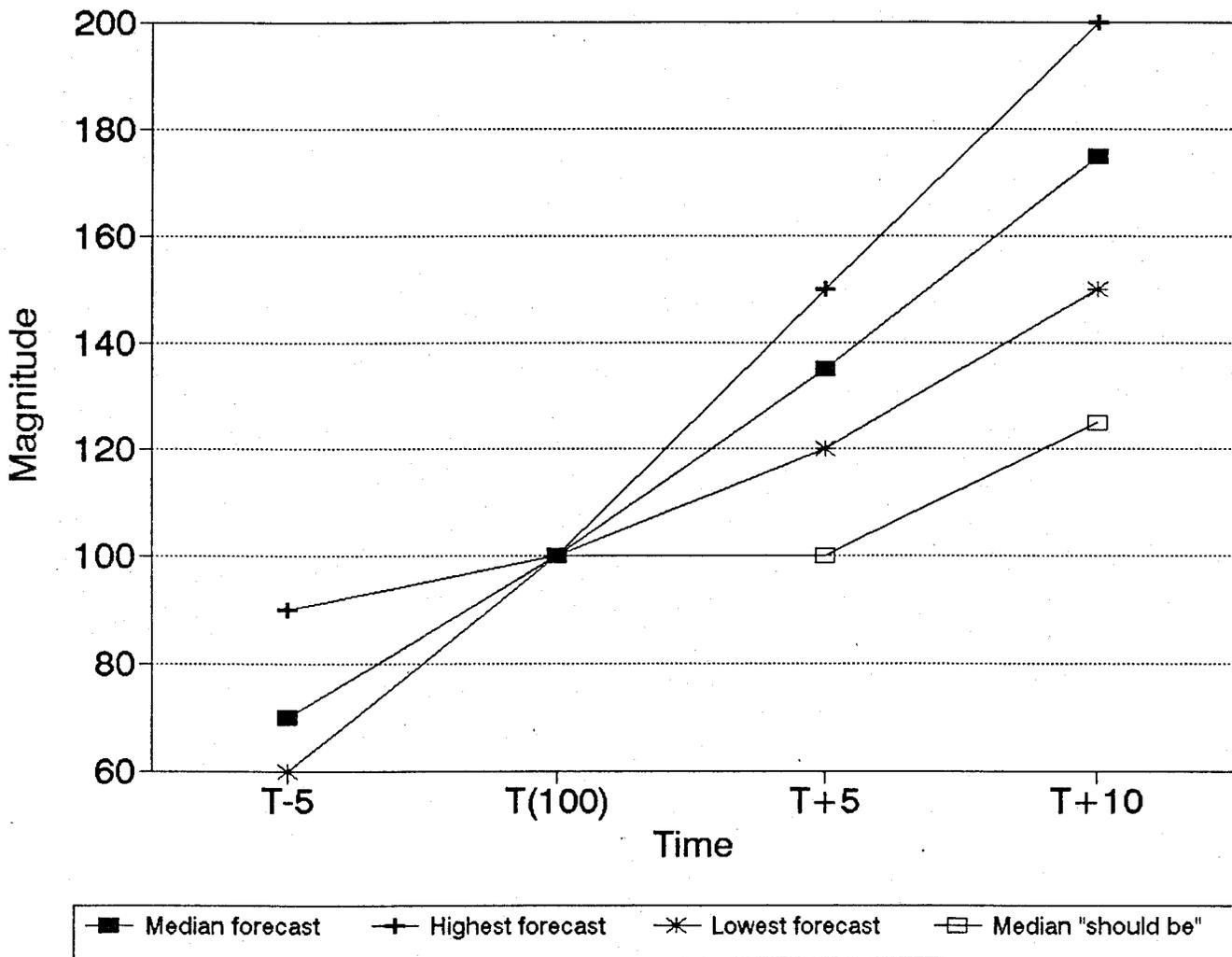
APPENDIX I

TREND EVALUATION

TREND STATEMENT (Abbreviated)			LEVEL OF TREND (Panel Medians) Today = 100 (N = 9)			
TREND #	5 Years Ago	Today	Five years from now ("will be")	Five years from now ("should be")	Ten years from now ("will be")	Ten years from now ("should be")
1. Elderly specific crimes	70	100	135	100	175	125
2. Political "clout" of the elderly	90	100	140	160	165	180
3. Services available to meet needs of the elderly	95	100	125	200	150	250
4. Police workload impact	70	100	125	125	150	130
5. Volunteerism	60	100	120	150	130	200

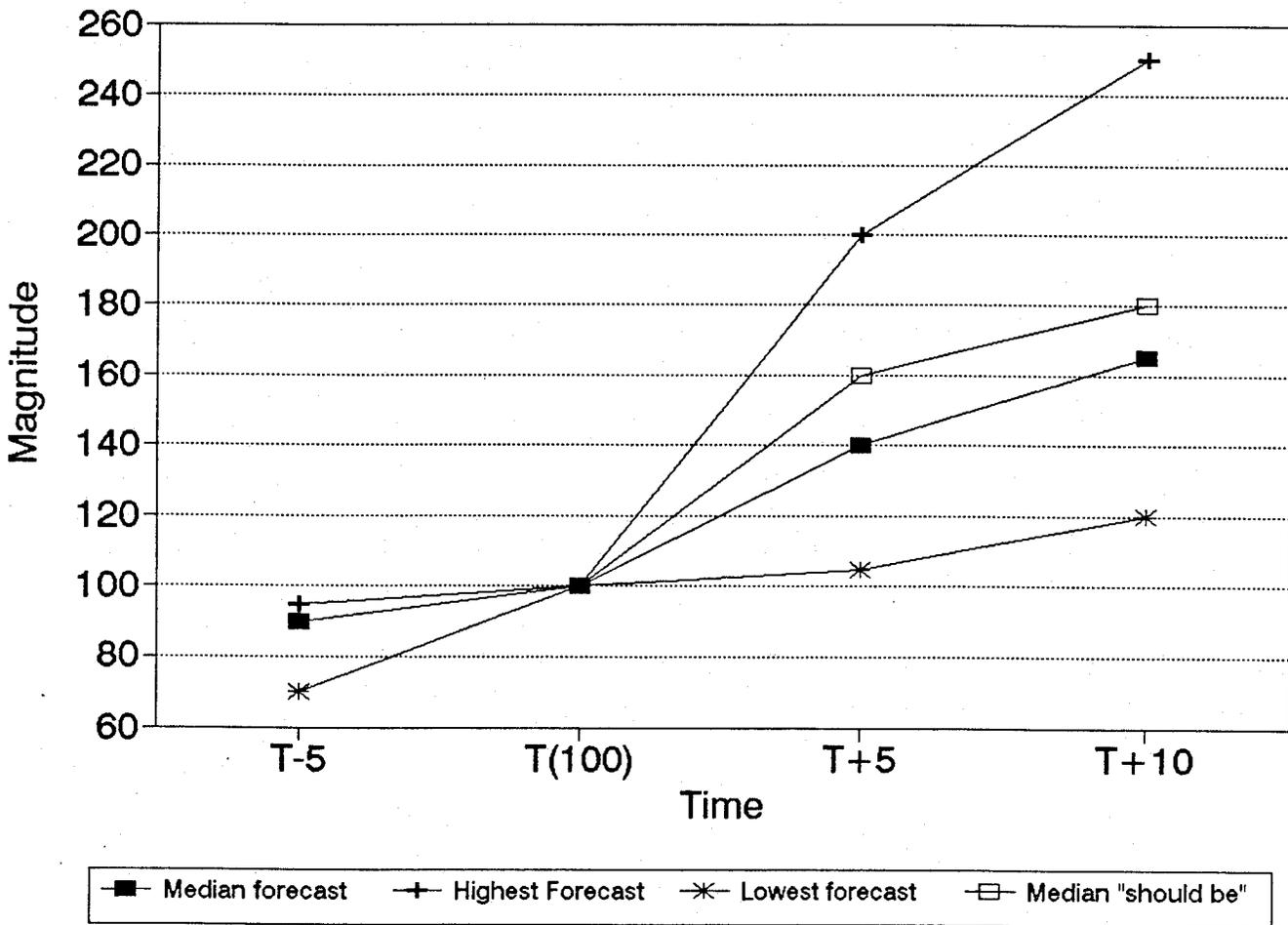
**APPENDIX J
ILLUSTRATIONS
TREND FORECASTS**

TREND #1 - ELDERLY-SPECIFIC CRIMES



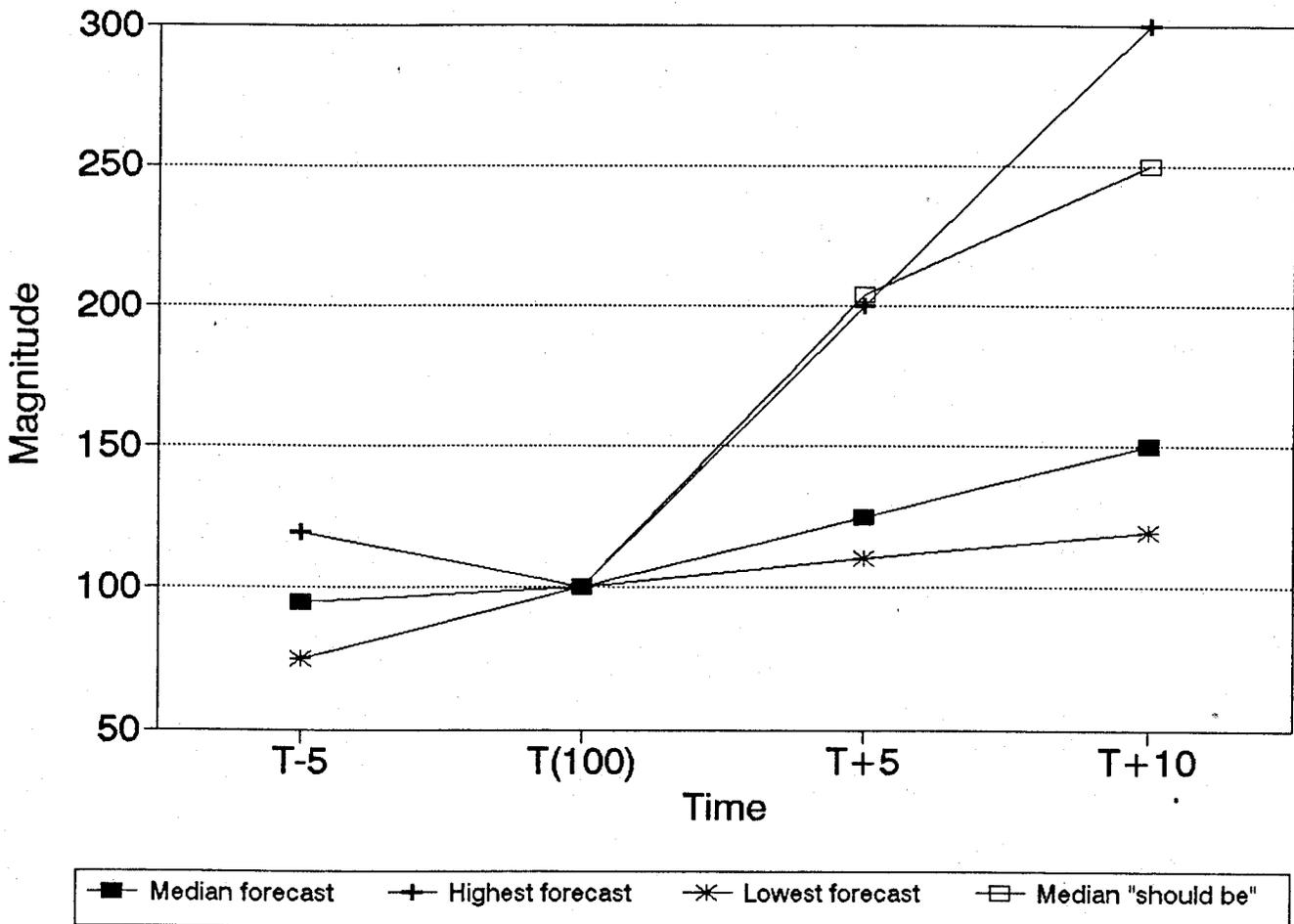
Panelists concurred in the opinion that elderly victimization is greater now than 5 years ago and forecasted that it will continue to increase in the future.

TREND #2 - POLITICAL CLOUT OF ELDERLY



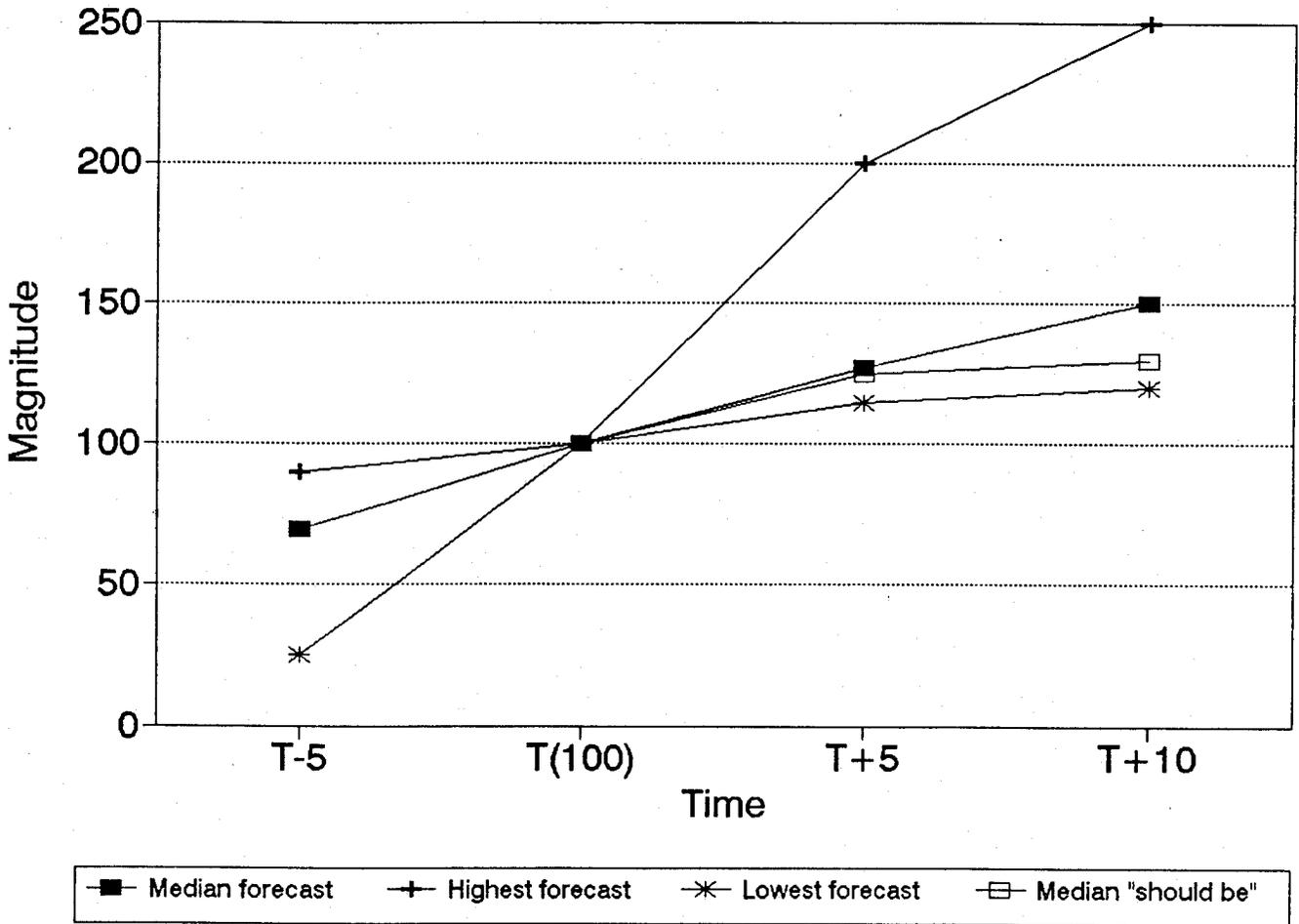
Panelists felt that the political influence of the elderly has increased over the past 5 years and projected that it will continue to increase in the future.

TREND #3 - SERVICES AVAILABLE TO MEET NEEDS OF THE ELDERLY



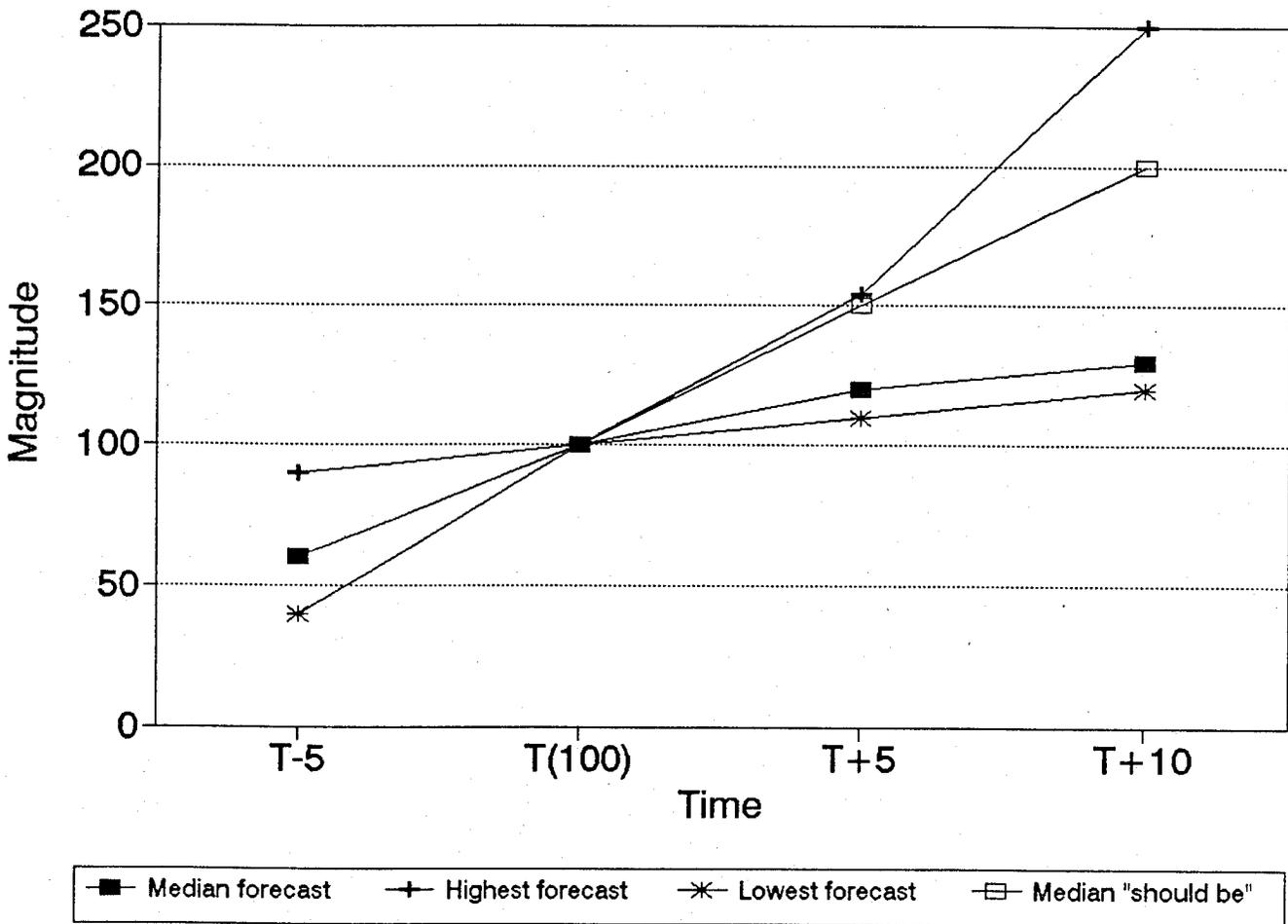
One panelist felt that "services" were greater 5 years ago while the majority believed them to be less. All panelists forecasted that services would increase in the future primarily due to the increasing political influence of the elderly.

TREND #4 - POLICE WORK-LOAD IMPACT (resulting from elderly victimization)



Panelists felt that the police workload has and will continue to increase in response to matters involving the elderly.

TREND #5 - VOLUNTEERISM (the elderly as volunteers)



Panelists agreed that elderly persons involved in law enforcement volunteer programs has increased over the past 5 years and will continue to increase in the future.

APPENDIX K

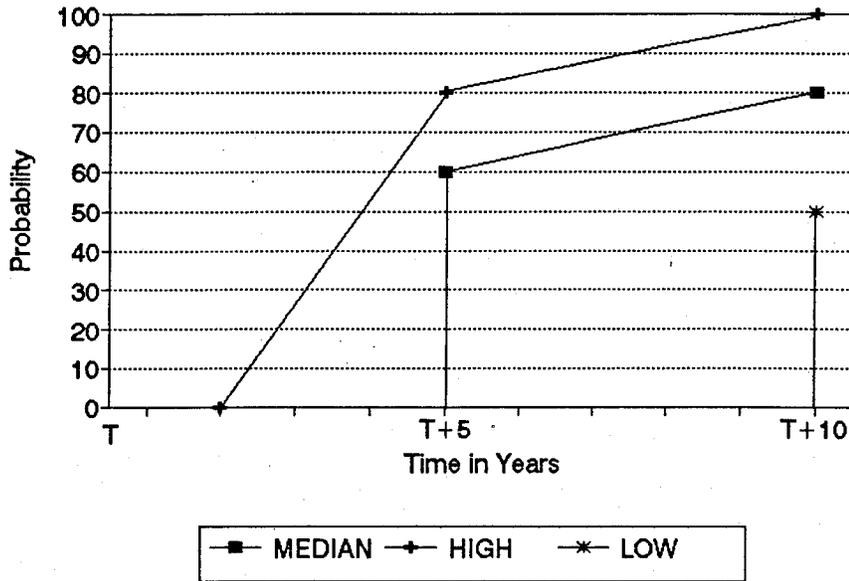
EVENT EVALUATION FORM

EVENT STATEMENT (Abbreviated)	*YEARS UNTIL PROBABILITY FIRST EXCEEDS ZERO	*PROBABILITY		IMPACT ON THE ISSUE AREA IF THE EVENT OCCURRED	
		Five Years From now (0-100)	Ten Years From Now (0-100)	*Positive (0-100)	*Negative (0-100)
#1. State mandates elder-abuse emergency response system	5	60	80	7	4
#2. State requires mandatory training (POST approved) for police officers in the prevention of crimes against the elderly	5	60	75	7	5
#3. State funds elderly well-being check programs; police agencies to administer	5	50	75	8	2
#4. Elderly advocacy groups form coalitions to influence legislation regarding the quality of life of older persons	4	70	90	8	2
#5. Creation of Federally funded long term, full health care for the elderly	8	0	70	8	0

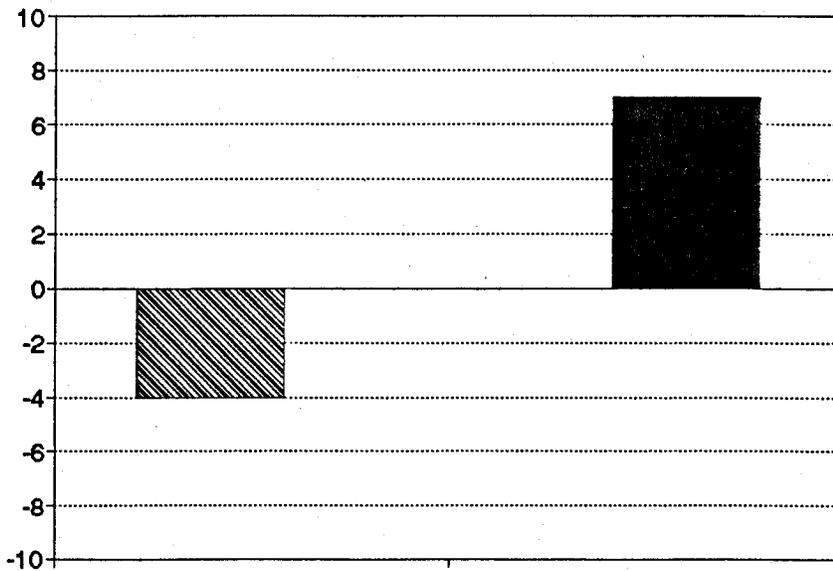
*Panel Median Forecasts N = 9

**APPENDIX L
ILLUSTRATIONS
EVENT FORECASTS**

EVENT#1- STATE MANDATES ELDER-ABUSE
EMERGENCY RESPONSE PROGRAM

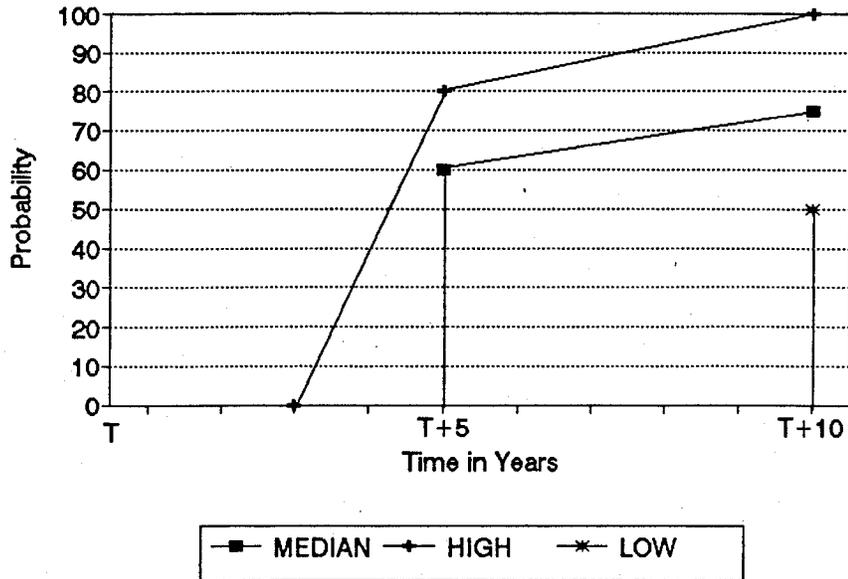


EVENT #1 - STATE MANDATES ELDER-ABUSE
EMERGENCY RESPONSE PROGRAM

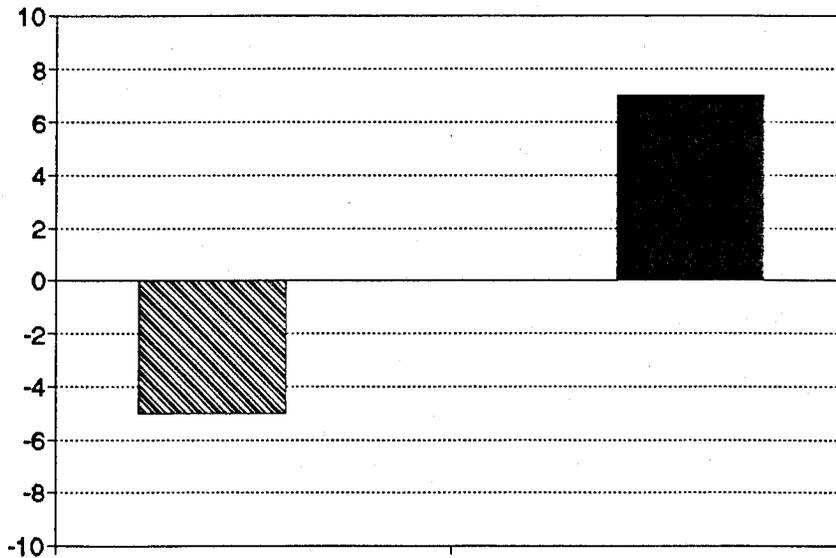


The median forecast for this event is 60% after 5 years and 80% after 10 years. Should the event occur, panelists felt it would have a +7 impact on the well-being of the elderly and a -4 impact on law enforcement by increasing the workload.

EVENT #2 -- STATE REQUIRES MANDATORY TRAINING

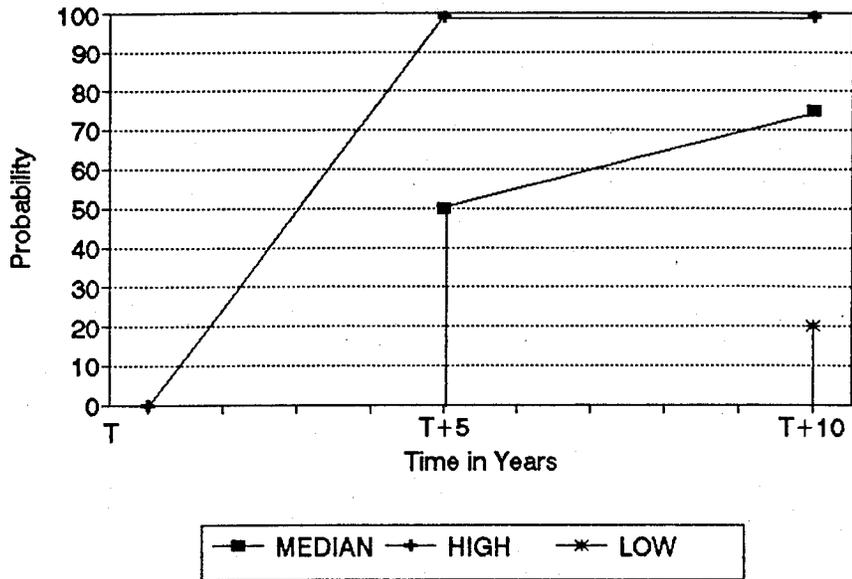


MANDATORY TRAINING - IMPACT

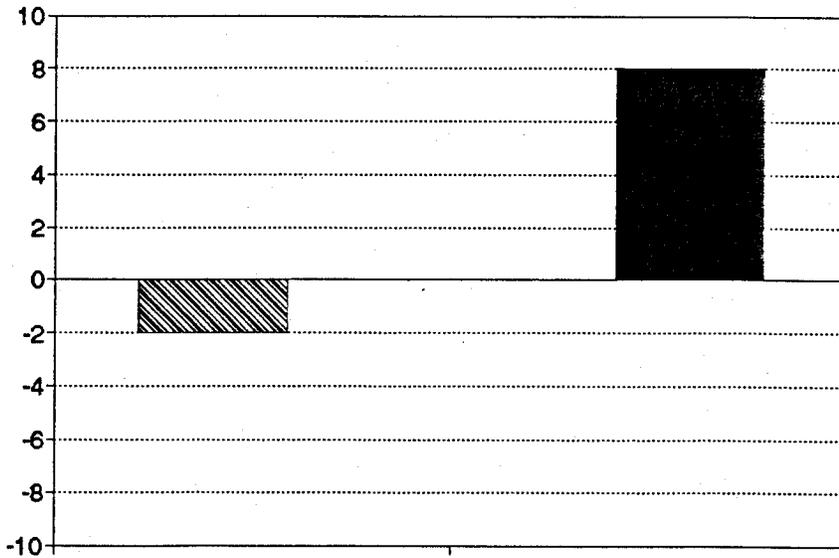


The median forecast for this event is 60% after 5 years and 75% after 10 years. Should the event occur, panelists felt it would have a -5 impact by increasing the law enforcement workload and a +7 impact on the well-being of the elderly.

EVENT #3 -- STATE FUNDS ELDERLY WELL-BEING CHECKS

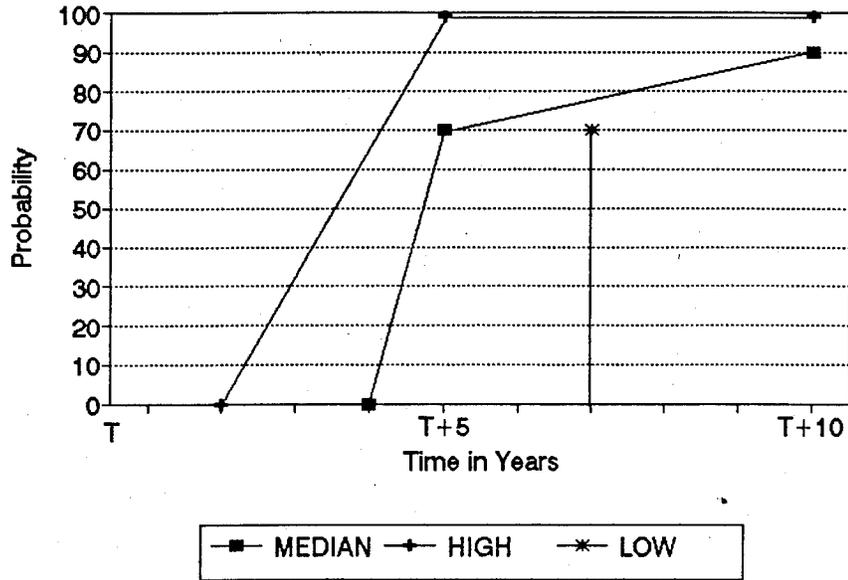


STATE FUNDS ELDERLY WELL-BEING IMPACT

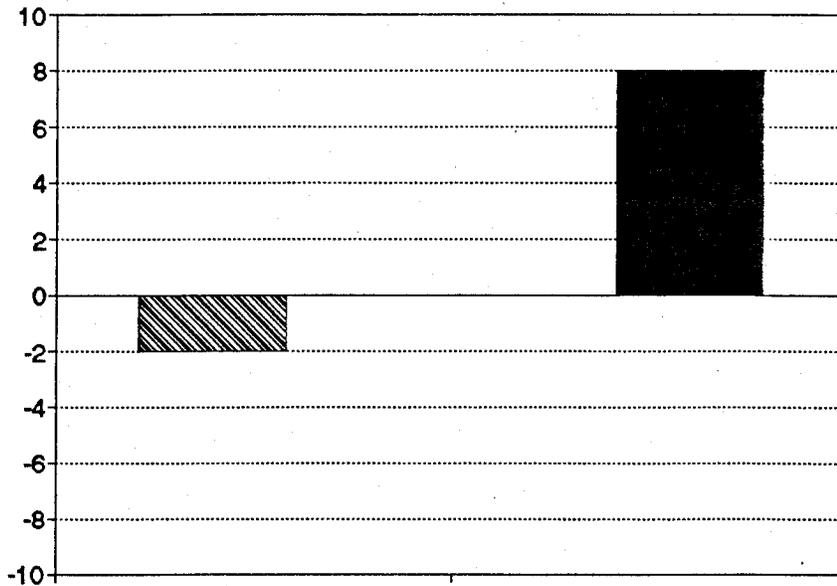


The median forecast for this event is 50% after 5 years and 75% after 10 years. Should the event occur, panelists project a -2 impact on law enforcement workload (possibly mitigated by reimbursement) and a +8 impact on the well-being of the elderly.

EVENT #4 - ELDERLY ADVOCACY GROUPS FORM COALITIONS TO INFLUENCE LEGISLATION

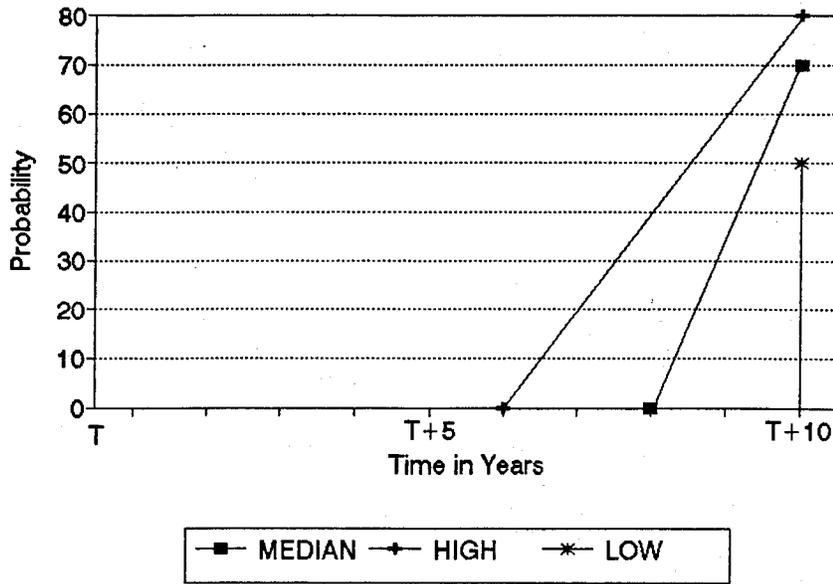


ELDERLY ADVOCACY GROUPS FORM COALITIONS TO INFLUENCE LEGISLATION - IMPACT

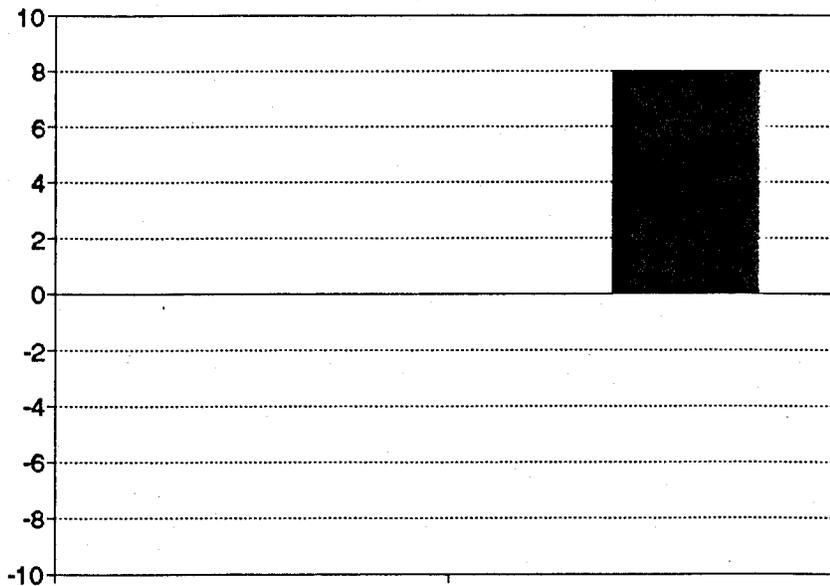


The median forecast for this event is 70% after 4 years and 90% after 10 years. This was seen as having a -2 impact on law enforcement by increasing the workload and a +8 impact for the well-being of the elderly. This event was determined to have the most impact on the other trends and events should it occur.

**EVENT #5 - CREATION OF FEDERALLY FUNDED
LONG-TERM, FULL HEALTH CARE FOR ELDERLY**

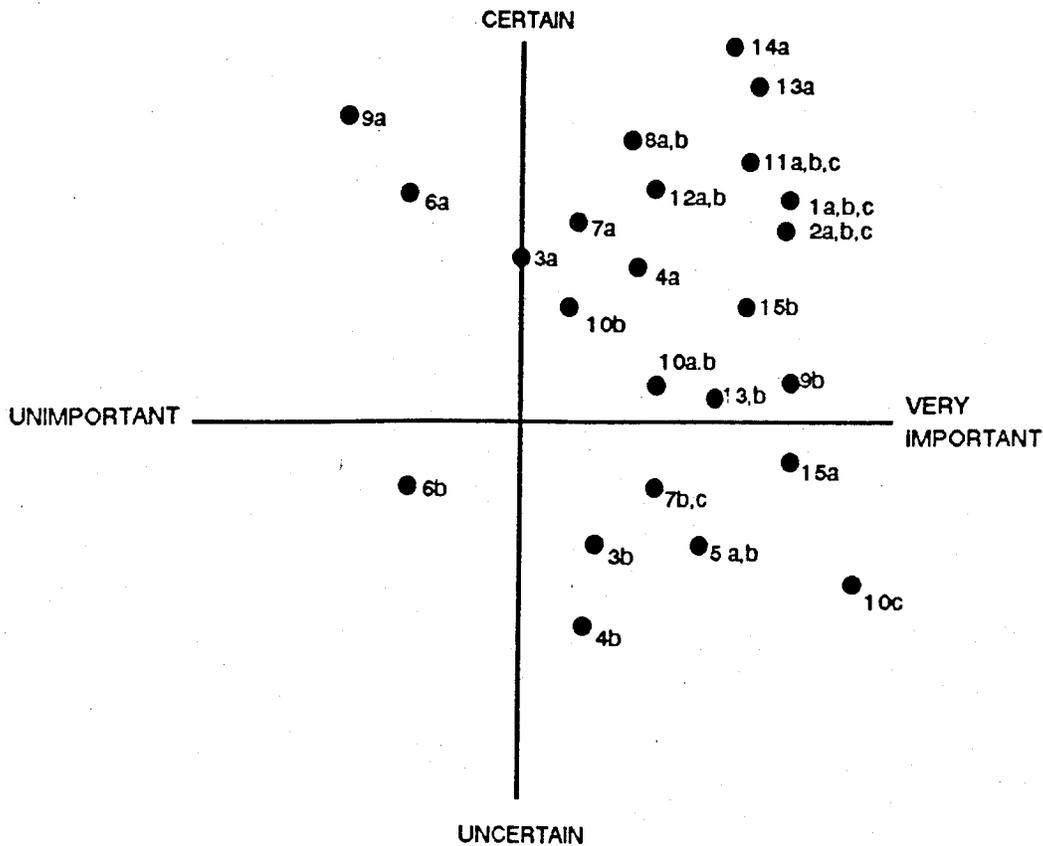


**CREATION OF FEDERALLY FUNDED CARE FOR
THE ELDERLY - IMPACT**



The median forecast for this event is 70% after 8 years. Should it occur, it is seen as having a +8 impact for the well-being of the elderly and law enforcement.

**APPENDIX M
STRATEGIC ASSUMPTION SURFACING TECHNIQUE
(SAST)
PLOT MAP**



STAKEHOLDERS:

- | | |
|--|---|
| <ul style="list-style-type: none"> 1. The Elderly 2. The City Council 3. The City Manager 4. Neighborhood Watch PAC Groups 5. Persons under 50 6. Private Security 7. Police Department 8. District Attorney | <ul style="list-style-type: none"> 9. Commission on Aging 10. Banks/Savings & Loan Institutions 11. Media 12. Adult Protective Services (APS) 13. Police Chief 14. State Legislators 15. Insurance Companies |
|--|---|

The SAST map plots stakeholders based upon two criteria; (1) their importance to the issue (and planning); and (2) the degree of certainty attached to individual assumptions made about each.

APPENDIX N

SAMPLE CITY COUNCIL RESOLUTION

WHEREAS, the proportion of senior citizens in the population is increasing at a significant rate in Berkeley, Alameda County, California, and the United States, and

WHEREAS, Berkeley's rapidly increasing senior population has special needs, especially relating to certain types of crime and the resulting feelings of vulnerability and fear of victimization, directly affect their quality of life, and

WHEREAS, older Americans present unique challenges, as well as an important source of support to the law enforcement community, and

WHEREAS, in many communities the needs of the elderly are only partially being met by law enforcement agencies policies and programs, and

WHEREAS, it is incumbent upon law enforcement agencies to formulate and execute policies and programs to enhance the service and protection for the safety and welfare of the older citizens in their communities, and

WHEREAS, the Berkeley Police Department agrees to emphasize the needs and concerns of senior citizens, and has formed a Senior Citizens Public Safety Committee

THEREFORE, BE IT RESOLVED that the City of Berkeley and the Berkeley Police Department agree to work to develop and implement policies and programs to reduce criminal victimization of senior citizens, serve the special needs of older victims, and enhance the delivery of law enforcement services to the elderly.

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33. Command College Glossary
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35. Fattah and Sacco, Op. Cit., p. 197

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