National Criminal Justice Reference Service

ncjrs

This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.

1.0	2.8	2.5
	3.2	2.2
	3.6	
1.1	4.0	2.0
		1.8
1.25	1.4	1.6
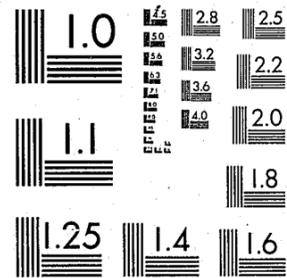
MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS-1963-A

Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504.

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U. S. Department of Justice.
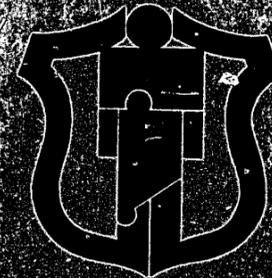
DATE FILMED
2-11-82

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

OLDER PERSONS IN CRIME ANALYSIS: A PROGRAM IMPLEMENTATION GUIDE

Crime Analysis Project
Criminal Justice Services

National Retired Teachers Association
American Association of Retired Persons

80658

OLDER PERSONS IN CRIME ANALYSIS
A Program
Implementation Guide

by
Mary C. Crow
Criminal Justice Services
Program Department

National Retired Teachers Association
American Association of Retired Persons

prepared for
The Law Enforcement Assistance Administration
U.S. Department of Justice

NCJRS

OCT 20 1981

ACQUISITIONS

PREFACE

Every law enforcement agency needs all the talents, experience, and knowledge it can muster in order to cope with worsening crime problems and increasing demands for other services. Unfortunately, public administrators rarely can relate specific budget investments in law enforcement staff and services to the tangible and intangible longer term savings that accrue from law enforcement endeavors in crime analysis, crime prevention, investigation, and other efforts to control and reduce crime. The public itself may not clearly understand the costs and benefits of police service delivery.

Because of these and a variety of other factors, law enforcement organizations may receive insufficient budget appropriations to meet operational needs, thereby reducing their ability to take certain necesssary actions or compelling them to devise less than adequate responses. This may lead to a situation of tolerated neglect wherein the police and the public it serves may grow accustomed to inadequate services.

To deal more effectively with neglected needs, more and more law enforcement agencies are moving toward strengthening crime analysis operations. The National Retired Teachers Association and the American Association of Retired Persons believe that crime analysis is a valuable tool from which a law enforcement agency can wisely set and revise its goals, derive policy and procedures, determine strategies and tactics, and deliver services.

We recommend that law enforcement agencies augment their crime analysis capabilities with older volunteers or workers who typically possess a vast range of knowledge and experience which enable them to serve in support roles. Older persons can play very constructive roles as volunteers or as employees once they have the benefit of training. Their backgrounds and their commitments will help to ensure a maximum return from each tax dollar invested in police services. Successful older volunteer or worker programs in other areas of law enforcement have demonstrated how productive these activities can be. The methods described in Older Persons In Crime Analysis: A Program Implementation Guide are essential to the most effective involvement of older persons in crime analysis processes.

Cyril F. Brickfield
Executive Director
National Retired Teachers Association
American Association of Retired Persons

FOREWORD

The purpose of this guide is to outline step by step the management of an older volunteer/worker program in a crime analysis setting. The guide is designed for law enforcement agencies interested in establishing or strengthening their crime analysis function.

The first part of this book addresses decisions that need to be made by law enforcement executives. The second part is directed to crime analysis unit supervisors and individuals responsible for implementing and managing older volunteer/worker programs in crime analysis.

Because this guide is intended for use by crime analysis units vastly different in size, organization, potential for participation by older persons, funding, and purpose, each department will find some information that may be helpful. Fundamental principles are listed at the close of each section so that each crime analysis unit can develop strategies uniquely suited to its needs.

Law enforcement must make the commitment to establish crime analysis as a basis for setting operational priorities and to make use of this valuable tool in crime reduction and prevention. In the foreseeable future, economic realities will make it advantageous for law enforcement agencies to utilize older volunteers or workers. This program is working and it seems to be an expanding area of interest for law enforcement organizations throughout the country.

While this publication focuses on volunteer programs in crime analysis, it offers practical information and techniques that apply to numerous other support functions. Agencies are successfully involving older persons in such areas as crime prevention, records, communications, clerical support, community relations, victim-witness programs, and many more.

George Sunderland
Senior Coordinator
Criminal Justice Services
NRTA-AARP Program Department

ACKNOWLEDGEMENTS

butions of the following organizations:

Arlington Police Department
Arlington, Texas

King County Department of
Public Safety
Seattle, Washington

Arvada Police Department
Arvada, Colorado

Marin County Sheriff's
Office
San Rafael, California

Boulder Police Department
Boulder, Colorado

Reading Police Department
Reading, Pennsylvania

Cambridge Police Department
Cambridge, Massachusetts

Redondo Beach Police
Department
Redondo Beach, California

Colorado Springs Police
Department
Colorado Springs, Colorado

San Diego Police Department
San Diego, California

Duval County Sheriff's
Department
Jacksonville, Florida

Santa Ana Police Department
Santa Ana, California

Fairfield Department of
Public Safety
Fairfield, California

South Bay Career Criminal
Apprehension Program
Redondo Beach, California

Fresno Police Department
Fresno, California

Springfield Police Department
Springfield, Missouri

FBI Academy
Quantico, Virginia

University City Police
Department
University City, Missouri

Jackson Police Department
Jackson, Mississippi

Virginia Beach Police
Department
Virginia Beach, Virginia

TABLE OF CONTENTS

LIST OF FORMS

PART ONE

EXECUTIVE DECISIONS

CHAPTER ONE

OLDER PERSONS IN CRIME ANALYSIS

This chapter offers the law enforcement executive a new resource for the support of crime analysis. It describes the benefits of older persons in crime analysis and examines misconceptions about volunteer programs and older workers. It concludes with a discussion of a basic programmatic decision, weighing the options for paid, expense-reimbursed, or entirely volunteer support services.

1. Cutback Management

Cutback management is a form of management which is evolving as a response to fiscal stress, declining tax revenues, state or local initiatives aimed at tax reduction, demands for increased productivity with less resources and, the impact of inflationary pressures. There are positive benefits which may be present as a consequence of economic scarcity. Law enforcement executives have a challenge to develop creative responses in the management of the planning, design, delivery, and evaluation of police services.

In managing organizational change toward lower levels of resource consumption and organizational activity, law enforcement administrators are faced with hard decisions about personnel reductions, what units will be scaled down or terminated, and what services will be sacrificed. Crime analysis (and operations analysis) can provide the law enforcement executive with strategies to confront, plan, target, and distribute cuts. So, it is essential that law enforcement agencies develop and strengthen crime analysis capabilities. Unfortunately, administrators may have insufficient resources to allocate to crime

analysis. Or the existing resources may need expansion. These problems are identified in cutback management theory in the form of two paradoxes:

- The Management Science Paradox. When organizations have adequate resources, they are prone to develop elaborate management information systems, analysis capabilities, and hardware and software systems and then under-utilize them. In times of scarcity, when these systems could meet critical needs, they are often the first activities to be cut.

- The Productivity Paradox. In dealing with productivity, it sometimes takes money to save money. Productivity requires incurring up-front costs for training and equipment expenses. Under conditions of austerity, it is very difficult to invest in productivity improvement, especially if these funds can be made available only by cutting manpower. 1/

The resources available in low-cost or no-cost labor can reduce crime analysis costs and improve its productivity. Older volunteer/worker programs in crime analysis have been tried and shown to offer substantial improvements in costs reductions and/or effectiveness.

2. Program Benefits

Properly implemented, an older volunteer/worker program constitutes a cost-effective approach for managing crime analysis needs. Some of the potential benefits are that it:

- Assists analysts in meeting department needs,

- Expands data base for analysis,

- Frees analysts for complex analytical tasks,

- Lowers the costs of product development,

- Stretches the crime analysis unit's budget,

- Allows for more timely processing of information, from collection and collation to dissemination and retrieval,

- Introduces operational flexibility and options such as increasing the unit's operating hours,

- Increases services and products, and

- Enhances the over-all effectiveness of the unit.

The entire law enforcement agency can be directly affected by programs involving older persons. These programs enhance the public image of the department, increase community support and, in many instances, result in greater political support. Older persons who participate in crime analysis support roles, bring experience and expertise from a variety of sources outside of the department. This activity also serves to involve law enforcement with members of the law-abiding sector of the community and it enables the department to achieve greater programming successes in other areas.

Older persons can make it possible to conduct a program for crime analysis operations support. The longer a law enforcement agency postpones bringing such a program into existence, the longer it delays the opportunity to benefit from the services of the older community.

3. Misconceptions About Volunteer Programs

Although the potential benefits of a crime analysis support program are strong incentives to many departments, widely-held misconceptions about volunteer programs in general or about older persons as volunteers/workers may keep departments from initiating such a program.

> So often when discussions take place concerning the use of volunteers of any age, the comment is made: "We have tried it, and it just doesn't work." Time and again the reason it has not worked is that there has been a failure to give as much attention to the policies and practices that impact on volunteers as is given to those relating to persons who work for pay.
>
> Departments may not recognize that well placed volunteers can enable them to strengthen their services beyond what is possible within the available staff and budget resources. Failure to recognize these possibilities may be accompanied by an organizational perception that volunteers are a nuisance -- a group to be suffered or dealt with at arm's length, rather than integrated into organizational operations and supported adequately by full-time staff. 2/

Increasing numbers of law enforcement agencies are demonstrating strong commitments to volunteer programs in crime prevention and other law enforcement community service activities. According to a national survey conducted in 1979 by the National Council on Crime and Delinquency, an estimated 500,000 to 750,000 volunteers are active in approximately 5,000 criminal justice programs. But many organizations are still hesitant to launch a volunteer program in crime analysis. Their concerns center around two commonly held misconceptions about confidentiality and potential legal liability. Some examples follow.

Misconception: Civilian volunteers should not be given access to the sensitive information that flows through a crime analysis unit.

Fact: Any volunteer selected to participate in crime analysis should be screened and processed with the same procedures used for employees working in crime analysis. There is no evidence to suggest that properly screened and supervised volunteers are any less responsible in handling confidential information than regular employees. (Methods for handling confidentiality are addressed in Chapters 5 and 6.)

Misconception: Potential legal liability situations that may arise in a volunteer program are too risky for the department to bear.

Fact: Risks of legal liability with volunteers in crime analysis are minimal. There are ways to classify volunteers as department employees or otherwise provide for liability protection under the umbrella of the department's existing insurance plan. It is well documented that volunteers in law enforcement who are trained and competent in their work are extremely low risks. Generally speaking, the risks are much lower than that of some police reserves. (Specific guidelines and recommendations for obtaining liability protection are discussed in Chapter 2.)

4. Older Persons as Resources

There are a variety of reasons why some law enforcement agencies are not making maximum use of older persons as resources in crime analysis. Practical concerns, such as knowing where and how to recruit and train older persons are easily overcome. By tapping local sources and publicizing the program, recruitment

becomes readily managed. Effective training procedures are out-
lined in Chapter 6.

Unfortunately, in some cases law enforcement officials may
have feelings, expressed or unexpressed, that older persons are
really not suitable workers and that they are "over the hill"
and cannot accomplish as much as younger persons, or that they
are sickly and undependable. Such negative stereotypes about
older persons are erroneous, but have affected some departments'
decisions.

What these stereotypes fail to reflect is that today's gen-
eration of older Americans is one of the largest, best educated,
physically able and longest living older populations the world
has ever known. Millions of trained and experienced older per-
sons constitute a vast untapped resource of workers -- paid or
unpaid.

A Louis Harris poll, conducted in 1974, found that of the
21 million Americans then aged 65 and over, the majority wanted
to work or volunteer:

- Nearly 3 million were working, mostly
  on a part-time basis,

- Almost 5 million were serving as
  volunteers, and

- Another 3 million wanted to do volun-
  teer work. 3/

According to the National Committee on Careers for Older Ameri-
cans, in 1979, large numbers within the 55-64 age group had sim-
ilar desires to work part-time and to volunteer.

The overwhelming majority of older persons generally main-
tain good to excellent health and are mentally alert. Those
achieving various levels of higher education are increasing in

number. Moreover, most older persons can learn new things.
Older persons collectively constitute a large pool of skills,
accumulated experience, and unique perspectives. 4/

Many studies show that older persons possess precisely the
abilities and characteristics to match the law enforcement or-
ganization's needs that the volunteer be: 5/

- Available

- Skilled

- Conscientious

- Punctual

- Dependable

- Informed

- Motivated

- Compatible

- Supportive and

- Easily Supervised

Older Workers

Recent legislation which raised the mandatory retirement
age in the private sector has prompted major industries and
corporations to make an examination of the characteristics of
their older workers. These studies are dispelling myths about
some older employees. At least six major corporations have
documented that older persons have higher productivity levels
than other age groups. 6/

- Macy's sales clerks attain peak
  performance levels starting at
  age 55.

- Workers at Polaroid who tend to
  be better performers are gener-
  ally over age 65.

- U.S. Steel has retained more than 150,000 older persons who are not office employees.

- Bankers Life and Casualty Company has found higher productivity in workers in the 60-80 age group.

- Atlantic Richfield and Xerox have found that older employees demonstrate higher productivity levels than their younger workers.

An evaluation of the NRTA-AARP Senior Community Service Employment Program (SCSEP), an older worker manpower project funded by Title IX of the Older Americans Act, supports these results and offers additional incentives to law enforcement agencies considering an older volunteer/worker program in crime analysis. From 1974 to 1976, NRTA-AARP conducted an employer survey in which 406 older persons were evaluated by their employers. These older workers were similar to most older persons involved in crime analysis in that most were males and were 55 to 59 years old. 7/

The following chart depicts the results of employer evaluations of six job performance traits.

EMPLOYER EVALUATION OF OLDER PERSONS

Above Average or Outstanding		Job Performance Traits
42%		Learning Ability
51%		Following Instructions
Subjective 65%		Compatibility
Objective 66%		Low Absenteeism
68%		Attendance
98%		Accuracy
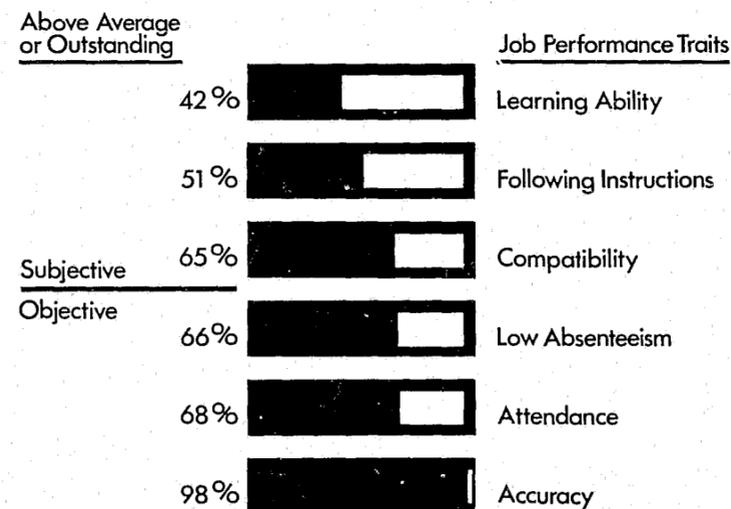
The two lowest percentages in the employer evaluations, those for learning ability and following instructions, can depend as much on the supervisor's ability to instruct as on an older worker's ability to respond. Compatibility, low absenteeism, and attendance, three job performance traits falling in the sixtieth percentile range, reflect the fact that older workers in general require minimal supervisory time -- an important characteristic for crime analysis units. The highest evaluation, 98 percent for accuracy, indicates that older persons possess a trait highly prized in crime analysis workers. 8/

The lower employer evaluation ratings suggest "subjective" judgments whereas the higher scores relating to absenteeism, attendance, and accuracy suggest "objective" ratings.

5. Paid or Volunteer?

In deciding whether or not to pay older workers, there are three alternatives to consider. The department can:

1. Hire older workers and pay them wages,

2. Recruit volunteers and reimburse them for out-of-pocket expenses, or

3. Recruit volunteers who will serve without any monetary compensation.

At the beginning of the NRTA-AARP project for which this guide was prepared, only four law enforcement agencies in the country (all Integrated Criminal Apprehension Program sites) were identified as having utilized older persons in crime analysis support. Three agencies -- Reading, PA; San Diego, CA; and Springfield, MO -- paid senior crime analysis aides a minimum wage. The fourth, Colorado Springs, CO maintained a volunteer program which provided no authorization for reimbursement.

Paid Older Workers

Law enforcement agencies that hire older workers at minimum wage, either full- or part-time, benefit by getting experienced, stable employees for a small monetary investment. At the same time the program provides older persons with needed supplemental income and gives them status as department employees. In some cases a department which does not have staff allotment or an authorized budget to hire older persons can establish a senior aide program as a temporary or part-time activity. Such alternatives do not supplant staff but rather augment the services authorized staff can offer. And older worker programs provide these services at a real cost savings to departments. For instance, the San Diego Police Department did not authorize new positions to hire staff for the crime analysis unit, but was able to set up a special Senior Aide Program in which aides were paid minimum wages. The department estimates that even if it had been allowed to hire new staff at the basic entry level salary, the expenses would have been double the cost of the older worker program.

Social Security Limitations

Law enforcement agencies that choose to hire older workers need to understand how Social Security's earnings test affects them. This test specifies the amount of money a Social Security recipient under age 72 may earn before losing all or a portion of retirement benefits. Specifically for every $2.00 earned over an amount determined by law (in 1981, $5,500 for persons over age 65, and adjusted annually) the Social Security recipient forfeits $1.00. Income from stocks, bonds, savings, private pensions, and annuities is not counted toward the earnings test. The test does not apply to retirees over age 72. 9/

Reimbursed Volunteers

The second option for departments -- that of utilizing older volunteers who are reimbursed for out-of-pocket expenses -- offers a number of advantages. It allows for the involvement of older persons who might be unable to absorb the costs of transportation, parking, and lunches. Thus, reimbursement makes it easier for older volunteers to provide continuing services to the crime analysis operation. This continuity ensures a larger return on the department's investment of staff and resources for volunteer training. Reimbursement also demonstrates the department's commitment to the volunteer and the crime analysis program.

Crime analysis units have provided:

1.   Mileage allowances and per diem allotments for lunch and parking.

2.   Reimbursement for transportation expenses through cooperative agreement with a local Retired Senior Volunteer Program (RSVP).

3.   Free parking in department lot.

4.   Free coffee.

Non-Reimbursed Volunteers

Entirely volunteer programs bring to the participants great personal reward, recognition, and self-esteem. Involvement increases the older persons' opportunities for socialization and community interaction, and can help them revitalize job skills and expertise. Dedicated older volunteers often bring enthusiasm, vitality, and a strong sense of mission to a crime analysis operation.

Departments which do not reimburse older volunteers for any expenses should be sure to explain to the volunteers the possibility of deducting some expenses from their income taxes as

charitable contributions. Even so, departments should also be prepared for some additional administrative overhead costs to support the program, for instance, office space and certain equipment or supplies.

Summary

Utilization of no-cost or low-cost labor offers a means to augment crime analysis operations.

An older volunteer/worker program brings many benefits to the crime analysis unit, the department, the program participants, and the community.

The department can take steps to ensure the confidentiality of crime analysis information and protection from legal liability.

Older persons possess skills and attributes suitable for the crime analysis function.

Programs can be tailored to the department's need, using either paid workers, volunteers reimbursed for expenses, or volunteers who receive no financial compensation.

Footnotes

1. H. Jerome Miron, _Managing The Pressures Of Inflation in Criminal Justice: A Manual Of Selected Readings_, The National Criminal Justice Executive Training Program, National Institute of Law Enforcement and Criminal Justice, (Washington, D.C.: University Research Corporation, 1979), pp. 38-46.

2. The National Committee on Careers for Older Americans, _Older Americans: An Untapped Resource_, (Washington, D.C.: Academy for Educational Development, Inc., 1979), p. 68.

3. _Ibid._, p. 29.

4. Jarold A. Keiffer and Arthur S. Fleming, "Older Americans: An Untapped Resource," _Aging_, (November-December, 1980), p. 6.

5. George Sunderland, Mary Cox, and Stephen Stiles, _Law Enforcement and Older Persons: Revised Edition_, (Washington, D.C.: NRTA-AARP, 1980), p. IV-8.

6. See "Four Corporations Puncture Myths on Older Employees," _NRTA-AARP News Bulletin_, Vol. XXI, No. 8, September, 1980, p. 7, and Jeffrey Sonnenfeld, "Dealing with the aging work force," _Harvard Business Review_, November-December, 1978, pp. 81-92.

7. Thomas C. Borzilleri, _Title IX and the Older Worker: A Performance Study_, (Washington, D.C.: NRTA-AARP, 1978), p. 35.

8. _Ibid._, pp. 30-31. The representative sample (N=406) is comprised of the first ten placements made at 43 program sites in 17 states.

9. The National Committee on Careers for Older Americans, _op. cit._, pp. 36-38.

CHAPTER TWO

POLICY CONSIDERATIONS

When the chief executive officer decides to initiate a planned older volunteer/worker program in crime analysis, he will demonstrate his commitment by assigning personnel to conduct the program; by authorizing funds, office space, equipment, and supplies to support its operations; and by taking steps to obtain liability coverage.

1. Selecting The Program Manager

The most crucial decision in any program involves the selection of the individual who will have primary responsibility for program implementation and management. Often the success of the program will depend on this person's credibility and skills. The program manager should be a capable, carefully selected person who holds a paid position within the crime analysis unit. If a staff member already carrying a full workload is selected to administer the program as a collateral duty, adjustments must be made to accommodate the additional work. It is important that, once recruitment has begun, the program manager move forward as quickly and effectively as possible with program implementation. Experience has demonstrated that most successful volunteer/worker programs have initated selection, placement and work assignments very rapidly while the older persons' enthusiasm and motivation are at their peak.

If the individual selected to manage the program does not have a crime analysis background or enough experience to feel comfortable supervising a crime analysis operation, he should be given the opportunity to seek specialized training before initiating the project. One of the most effective methods for the

untrained analyst to attain proficiency is through visiting a law enforcement agency which features a demonstrably workable and replicable crime analysis operation. The analyst can receive basic indoctrination there as well as actually working in the unit and developing on-the-job experience. Normally, this technology transfer can be accomplished in a relatively short period of time.

Once the crime analysis operation is functioning, the program manager should contact other law enforcement agencies with similar programs. (See Chapter 8 for names of law enforcement agencies implementing older volunteer/worker programs.)

The program manager should be involved from the outset in the program planning process. He should be able to make decisions, motivate staff, coordinate work efforts, and delegate authority. He should address basic considerations such as: 1/

- Determining whether or not the crime analysis unit has a legitimate need for an older volunteer/worker program.

- Identifying support tasks which can be accomplished by older volunteers or workers.

- Assessing how the older persons' jobs can be successfully integrated with paid staff assignments.

- Determining where the department can find older persons for the program.

- Deciding on how much training the support staff will need.

- Analyzing how the paid staff can be motivated to work with older persons.

- Finding out if the agency will commit paid staff time to the program for job definition, recruitment, training, and supervision of older volunteers.

18

- Determining whether the agency has (or will develop) a stated program policy.

2. Program Design

There is no one right design for an older volunteer/ worker program in crime analysis. Each program must be flexible enough to respond to a particular crime analysis situation; staffing, budgeting, unit needs, and foresight. Whatever form the program plan takes, all major goals and decisions should be formally expressed so that the chief executive, paid staff, and support staff can work from the same base. The program should be strongly supported by the chief.

The law enforcement administrator will want to ensure that the agency's volunteer/worker program incorporates the following principles; namely that: 2/

- The unit will integrate the program into its operation.

- The program will be of mutual benefit to the unit and to the older persons.

- Specific jobs will be clearly defined and tailored to the older persons placed in each position.

- Support staff will understand and respect the confidentiality of the crime analysis information they receive.

- The program will be administered directly by one individual (who may be full- or part-time staff).

- The department will provide support for the program (such as funding, office space, equipment, and supplies).

19

- The agency will examine potential
  legal liability situations and
  take action to minimize risks.

3. Liability Protection

The best defense against civil litigation is to avoid it
in the first place. This can be done by planning for any
potential liability situations which might arise. In identi-
fying specific areas of legal liability, it is generally found
that older volunteers or workers in crime analysis are subject
to fewer risks than persons in other law enforcement support
services. It remains possible, however, that:

1. The law enforcement agency and the state
   may be held liable for injuries caused by
   the tortious act of older employees, and
   agents (volunteers) if the act is "within
   the scope of their duties."

2. The older person may be held personally
   liable for tortious acts.

Older persons who are paid wages are generally considered
agency employees and are generally covered under the agency's
existing liability insurance policies and Worker's Compensa-
tion policy. Volunteers may or may not be similarly covered.
However, a general liability insurance policy can be extended
to cover volunteers. Some carriers may charge a small addi-
tional premium (generally under one dollar per volunteer per
year), others may cover volunteers without any increase in
premium. Moreover, while Worker's Compensation policies may
not automatically cover volunteers, in many cases, volunteers
are eligible for coverage at a small increase in premium.

In obtaining adequate liability coverage for any program
involving older persons, the law enforcement agency should
consult with an outside or intraagency legal advisor, and/or
insurance agent. They should be familiar with pertinent

20

local rules and regulations and any court decisions which
are relevant in assessing the risks of potential liability
in specific jurisdictions.

Experience in the overwhelming majority of law enforce-
ment agencies demonstrates that when older volunteers and
workers are properly trained and adequately supervised, lia-
bility claims rarely arise. 3/

Summary

The chief executive's decision to conduct an
older volunteer/worker program in crime
analysis should be demonstrated by his con-
tinuing support of the program.

As part of the executive commitment process,
three major issues must be addressed to
determine the feasibility of the program:

1. Assigning personnel to work on
   the program.

2. Allocating equipment, supplies,
   and other costs necessary for
   operating the program.

3. Ensuring liability coverage for
   the department and the volunteers
   or workers.

21

Footnotes

1. Marie MacBride, Step By Step Management of the Volunteer
    Program in Agencies, (Bergen County, New Jersey: Volunteer
    Bureau of Bergen County, 1978), p. 6.

2. Ibid.

3. See also, George Sunderland, Mary Cox, and Stephen Stiles,
    Law Enforcement and Older Persons: Revised Edition,
    (Washington, D.C.: NRTA-AARP, 1980), p. IV-17-19.

PART TWO

PROGRAM IMPLEMENTATION GUIDE

The implementation process and procedures described in Part Two, Program Implementation Guide, concern three differing program categories, _i.e._, paid, expense-reimbursed, and entirely volunteer support programs in crime analysis. Program implementation is substantially the same for each of these programs. With this understanding, the remainder of this guide will use the terms "older volunteer(s)" and "older volunteer program" to explain the process. The program manager will need to prepare the department and crime analysis unit staff to work with older persons -- paid or unpaid. He will need to recruit, screen, select, train and supervise program participants. He will want to maintain the program through retention efforts and by monitoring and improving program operations. Distinguishing features among paid, expense-reimbursed, and entirely volunteer programs are identified at each stage of the implementation process and specific considerations are outlined.

CHAPTER THREE

ORGANIZATIONAL PREPARATION

The program manager plays a critical role in overseeing program planning, development, and implementation. In preparing for the program, the manager should:

- Obtain agency acceptance and support,
- Assess the budgetary situation,
- Make program plans, including establishing goals, assigning work tasks and responsibilities, and setting a timetable, and
- Recommend the policies necessary for program implementation.

Each of these activities will be discussed in this chapter. 1/

1. Obtaining Acceptance

One of the first tasks for the program manager should be to obtain departmental acceptance of the volunteer/worker program. He can accomplish this by obtaining executive commitment and support, briefing key individuals, assessing the internal political environment, and addressing concerns of staff members directly affected by the program. If the agency is already involved with volunteers, the program manager may need to assess, for instance, the attitudes of department personnel toward volunteers. A law enforcement agency may have a large group of volunteers serving as reserve officers, students working as interns to individual staff members or on projects, or an organized program of older persons involved

with crime prevention. Or, there may be no volunteers and the agency has only recently been committed to try the concept out. In any situation, the attitudes held by department staff will affect the program work and the way the volunteer program is treated.

Steps should be taken to alert, inform, and convince members of the agency, unions, and police associations about the involvement of older persons in the crime analysis operation before they begin work. This can be done informally by meeting with key individuals, or formally by releasing a volunteer program policy statement.

Some department staff may have negative stereotypes about volunteer programs and older persons. Others may express concerns about confidentiality of information and legal liability. It is important that staff understand something about the volunteer program procedures. They should be informed that the volunteers' backgrounds will be thoroughly investigated and that volunteers are not meant to replace salaried personnel. The purpose of the program should be made clear so that staff members know what types of tasks the volunteers will be performing.

The crime analysis unit staff should also be made aware of the benefits of volunteer services. They will need to participate in program planning, identifying volunteer jobs, assisting with recruitment and selection, reviewing and evaluating, and setting goals.

If possible, the viability of the crime analysis unit should be firmly established before setting up the volunteer program. The crime analysis supervisor may find staff reluctant to delegate work to volunteers if there is little work to keep themselves busy. Also, if the program is already

well-accepted by the entire agency and functioning smoothly, the volunteers will not feel unnecessarily pressured that the unit's success depends solely on their abilities. They will probably need a little "grace period" in which to become thoroughly trained and fully operational in the specific work situation.

2. Budgeting

The program manager can estimate and account for agency costs to operate an older volunteer/worker program by considering some of the following cost items: 2/

1. Office space and necessary furniture, such as desks and chairs.

2. Supplies such as pencils, pens, paper, paperclips, and use of such office equipment as copying machines and typewriters.

3. Materials, including supplies for record-keeping, printing of volunteer program forms, and training materials.

4. Remuneration of older workers/volunteers.

5. Staff time to train and supervise.

6. Recognition events and awards.

Staff time invested in recruiting, training, supervising, and operating the program represents costs which can generally be absorbed in administrative overhead.

Initially, a sound cost estimate can be used for determining the budget of the volunteer/worker program. Once the program is operational, a simple accounting system should be maintained so that cost comparisons can be made demonstrating the savings which will probably result from the program.

Calculating The Value Of Volunteer Services

Some law enforcement agencies calculate the value of volunteer services by totalling up the number of hours contributed by the volunteers over a specified period of time. These hours are interpreted as a gift to the department, rather than a cost savings. This approach generally works best if there is the possibility that police associations, unions, or staff will feel that the department should have paid someone to do the work.

In other situations, however, a department may wish to demonstrate a cost savings provided by the volunteer program. The dollar value of hours contributed by volunteers is generally determined by the same standards used in federal grant proposals which consider volunteer services as in-kind contributions for funding. 3/ In these proposals, volunteer services are counted as cost-sharing or matching funds if the service provided by the volunteer is an integral or necessary part of the program. Volunteer hourly contributions are estimated at the rate that would be paid an agency employee for similar work (regular hourly rate exclusive of fringe benefits and overhead costs). When the required volunteer skills are not found in the department, rates are determined by matching those paid for similar work in the local labor market.

Expenses incurred by volunteers in the performance of their services, such as transportation to and from the department, should be reimbursed if possible. If these costs are absorbed by the volunteers, they should be added to the assessed value of volunteer services.

Volunteer services should be documented by the same methods used for employees -- on department time sheets or activity reports. Additional information about documenting costs is provided in Chapter 7.

3. Planning

Good results without good planning come from good luck, not good management. The principal reasons managers resist planning are the time, thought, paperwork, procedures, and commitment it entails. Planning helps in the long run, however, to get more done with better results. It also enables the program manager to take charge of the volunteer program rather than be controlled by it. Through planning he can anticipate any potential problems and take steps to mitigate their impact.

There are three essential steps in planning an older volunteer program in crime analysis. 4/

Step One

Analyze the present situation. Think through each step of the various crime analysis functions.

1. Look for step-saving, time-saving methods that can pay off in increased productivity and efficiency. It helps to describe the entire process in writing.

2. Consider which areas or functions require an analyst to perform and which tasks can be delegated to volunteers.

To consider the tasks and roles that older persons can perform in the crime analysis process, NRTA-AARP Criminal Justice Services staff conducted a two-day workshop attended by 24 crime analysts from law enforcement agencies throughout the country. 5/ The specific tasks and roles listed below were broken down in terms of the major steps in the crime analysis process.

- Data Collection. Older persons can review many types of source documents; transfer information highlighted in source documents by full-time crime analysis staff to summary forms; sort and file source documents; update information in crime analysis files based on review of data provided by outside agencies (courts, probation, and parole).

- Data Collation. Older persons can help maintain files such as the following by entering information provided by full-time crime analysis personnel -- master name file; field interview (FI) files; offense and supplementary report (crime files); arrest report files; etc. In addition, workshop participants felt older persons can prepare and maintain pin/spot maps as well as offense tallies, summaries, and logs.

- Data Analysis. A limited number of tasks were identified for older persons related to this step. However, in helping the crime analyst identify crime concentration patterns, older workers can review FI files and crime files, compile calls for services, and prepare time frequency charts. In addition, they can compile, at the direction of the crime analyst, such summary reports as beat, sector, precinct, division, city/county, stolen vehicles, weekly crime reports, and so on.

- Dissemination. Older persons were viewed as having important roles in the dissemination of crime analysis information. These included: delivering summary reports, profiles, and bulletins to various department units; handling mail distribution of information prepared by crime analysts to newspapers and other interested parties; and typing and copying information for distribution.

32

- Feedback and Evaluation. In terms of the "feedback" process, older persons can compile feedback from users of crime analysis data and maintain a feedback file. With regard to "evaluation," older persons can assist in the development of crime analysis procedures; maintain a detailed record of all reports, bulletins, and communications provided to users by the crime analysis unit; and assist full-time staff members in developing a crime analysis operations manual.

The worksheet used for conducting a crime analysis task assessment consists of four categories.

FORM 1

TASK ANALYSIS WORKSHEET				
Outline of Crime Analysis Function	Action Taken by Older Workers		Special Directions Procedures or Forms	Problems Comments
	Action	Frequency		

Step Two

Establish program objectives.

1. State objectives for the crime analysis operation.

2. Set goals for the volunteer program. Examples of volunteer program goals are:

- To provide support and assistance to the crime analyst (list volunteer tasks).

33

- To expand the crime analysis operation's capabilities by providing new products or services to users, or by developing new files (name products and files).

- To increase the operating time of the crime analysis unit or provide flextime to analysts (project new operating hours and specify range of analyst's working hours).

3. Devise short range objectives for conditions which might change before the volunteer program is initiated.

Step Three

Summarize actions to be taken, assign responsibilities, and set deadlines. In listing implementation tasks, there are significant differences between departments with on-going volunteer/worker activities and those without any previous experience. Portions of a six-month Gantt chart developed by the Marin County, California Sheriff's Office show additional tasks to perform when initiating a new program. (See chart on next page).

MARIN COUNTY, CA SHERIFF'S OFFICE	
Tasks	Persons Responsible
Needs Identification	Crime Analyst
Task Analysis	Crime Analyst
Job Descriptions	Crime Analyst
Facilities	Undersheriff
Departmental Commitment	Undersheriff
Policies	Undersheriff
Publicity	Volunteer Coordinator/Public Information Officer
Recruitment	Volunteer Coordinator
Interviews	Volunteer Coordinator/Crime Analyst
Selection	Volunteer Coordinator/Crime Analyst
Background	NCIC Check by Police Officer
Orientation	Crime Analyst
On-the-job Training	Crime Analyst
Evaluation	Crime Analyst
Awards/Recognition	Public Information Officer
Media Awareness	Public Information Officer
Program Evaluation	Crime Analyst

On the other hand, the Santa Ana, California Police Department established a fifteenweek timetable for expanding its existing volunteer program activities into crime analysis. The identified tasks are integrated with the department's existing volunteer program policies and procedures. (See chart on next page.) 6/

SANTA ANA, CA POLICE DEPARTMENT	
	Persons Responsible
Tasks	
Establish Areas of Volunteer Usage	Reserve Coordinator
• Crime Analysis Unit • Crime Prevention • Team Policing • Pawn Detail • Clerical Assistance • Records	
Develop Job Descriptions	Each Units' OIC
Enlarge Program Structure	Reserve Coordinator
Volunteer Coordinator Job Description	Research and Planning
Determine Physical Requirements	Reserve Coordinator
• Space • Equipment • Special Needs	
Establish Volunteer Coordinator Position	Chief Executive

At some time an evaluation of the volunteer program will be required by the chief administrator to determine its effectiveness and the implications for future planning. Evaluation will be easier if program goals are clearly stated at the beginning of the program and if a timetable is drafted.

Don't be afraid to set definite time goals for program development. If not, there may be a tendency to be lax with volunteers for task accomplishment, and not to hold them accountable, or set realistic guidelines for goal attainment.

4. Policy And Procedures

Organizations that implement older volunteer/worker programs may first need to develop written policies and procedures for managing the program. Some areas to consider are:

- Provision for payment of "out-of-pocket" expenses incurred by volunteers.

- Liability protection (see Chapter 2).

- Adequate staff to support volunteer activities (see Chapter 4).

- Physical working arrangements, job locations and access to them, including transportation and security conditions (see Chapter 4).

- Criteria for screening volunteers or development of a policy for hiring older workers consistent with that for paid employees (see Chapter 5).

- Flexibility in hours of work and job structures, including contracts and trial periods (see Chapter 5).

- Opportunities for training and development (see Chapter 6).

- Recognition, on a systematic and well-publicized basis, of the value of services rendered by volunteers (see Chapter 6).

Although it may not be necessary to have written policies and practices for all of these items, none should be overlooked. One good way to address policy and procedure considerations in the very beginning is to draft a program proposal.

5. Sample Volunteer Program Proposal

The following volunteer program proposal was extracted from a proposal developed and used by the Fresno, California Police Department.

Senior Volunteers For Crime Analysis

A problem confronting our department regarding an expanding crime analysis role has been a lack of personnel resources. Efforts toward automating the crime analysis process has been the current approach taken. A Senior Volunteer Program would allow the immediate development of a viable manual system which can complement the anticipated automated one.

This proposal outlines a plan to implement a Senior Volunteer Program in order to augment our crime analysis capabilities. The discussion to follow gives background information, describes initial needs and recruitment procedures, and makes recommendations for implementation.

Background

The concept of involving seniors in crime analysis originated as the result of attending a conference sponsored by the National Retired Teachers Association and the American Association of Retired Persons in October, 1979. NRTA-AARP emphasized the benefits of this concept. Older volunteers can relieve full-time employees from the more routine aspects of crime analysis, increase the overall resources of the department, and provide an opportunity for retired persons still seeking to contribute meaningfully to the community. Program costs, such as out-of-pocket expenses, office space, desks, training and supervision time, as well as recruitment costs, were discussed. Issues of liability were brought up as well. Program planning, initiation, and recruitment were addressed. The potential success of older volunteers in crime analysis was well documented by the Colorado Springs, Colorado Police Department. It has recruited 87 volunteers, working in dispatch, traffic analysis, investigations, hit-and-run investigations, and crime prevention.

Program Proposal

Initially, two part-time positions will be recruited. One volunteer will assume responsibility for preparing and maintaining a Parole Release Memo. The other will prepare, coordinate, and maintain a Daily Crime Bulletin. Both positions will be needed approximately 15 to 20 hours per week. Job descriptions outlining specific duties and qualifications have been developed.

Policy Considerations

Certain issues must be resolved if we pursue a program to use senior volunteers for crime analysis. These problem areas are discussed below.

Liability. NRTA-AARP emphasized the importance of insuring against any liability lawsuits. Research indicates that the City has ample coverage in this regard. In addition, the nature of the work involved (predominantly desk work), should not aggravate any liability position. Finally, there will be no problem regarding Worker's Compensation, since the seniors will be volunteers.

Out-of-pocket Expenses. These expenses include transportation and parking costs.

Office Supplies. Some additional office supplies and materials will be needed to operate the program.

Office Space. There is little available space in the Crime Analysis Unit office. It is possible that these volunteers could be housed temporarily in several areas throughout headquarters. This constraint can be handled initially by phasing-in volunteers one at a time.

Desks and Related Office Equipment. If volunteers are to be able to perform their work in an efficient and professional manner, these items will need to be budgeted and acquired.

Recruitment Procedures

There are several agencies in town that can assist in recruiting older volunteers. The major agencies are listed below.

1. Volunteer Bureau
2. Retired Senior Volunteer Program
3. Information and Referral
4. NRTA-AARP
5. Senior Center

There are additional agencies that provide referrals for paid positions, but these would not be applicable owing to budget limitations within this department. The agencies listed above will be used to generate prospective volunteers.

Recruitment methods may include a local newspaper ad, telephone contacts, and speaking before retired persons' groups.

Screening

Each applicant will be asked to complete a job application and an abridged Personal History Statement. A limited background check will also be completed. Finally, an oral interview will be conducted with representatives from planning and investigations.

Confidentiality

The two volunteers will be required to sign a statement, indicating they realize that divulging confidential information is a crime. This is comparable with the present practice for student volunteers.

Orientation and Training

Orientation and training will be developed prior to hiring the volunteers. Orientation will be based on the City's Orientation Checklist and a tour of Headquarters. Actual training will include a brief discussion of crime analysis and its significance to crime control. Specific training will be provided with the Parole Release Memo and Daily Crime Bulletin procedures manual.

Supervision

Initial supervision will be provided and volunteer work will be closely monitored during the first three months.

Evaluation

After the two volunteers are placed, their performance will be monitored to evaluate the success of the Program. This evaluation will be based on the following criteria:

a. A comparison of the senior volunteers' performance with that of the student volunteers (e.g., tardiness, absenteeism, turnover, supervision and training needs).

b. The impact of the new products (i.e., the number of Parole Release Memos resulting in case clearances, the number of suspects arrested as a result of the Daily Crime Bulletin).

c. Any additional problems or successes encountered.

Conclusion

Senior Volunteers For Crime Analysis offers an excellent solution to budget cutbacks. If this pilot project with crime analysis proves successful, the program can be expanded to augment current programs such as crime prevention and court liaison. The ultimate outcome could be improved organizational effectiveness at a minimal cost, while providing meaningful work experiences for older persons.

In developing program policy and procedures, make use of any existing systems. Review reserve or auxiliary guidelines for possible adaptation. Operational procedures and policies for student intern programs can also be applied to older volunteers. Be sure to look at any established volunteer programs in other units.

6. Working In A Decentralized Department

If the law enforcement agency is very large or decentralized with several precincts, the program manager may not be able to work directly with all program participants. Consequently, he must determine how volunteers will be recruited, placed, and supervised; and whether or not volunteers will be managed by the unit commanders/analysts. The crime analysis supervisor must

decide these issues and establish a system through which the out-based units can participate in recruiting, placing, and supervising volunteers.

In setting up such a system, it might be helpful to consider these questions:

- What do the central operations need to know about the volunteer jobs, recruitment and placement in the precincts? (Probably only what is necessary for reporting.)

- What help will the central operations give the out-based units in recruiting techniques and materials? in referrals? in record-keeping forms?

Any system for decentralized crime analysis operations should be as simple as possible and planned with the assistance of crime analysis staff. 7/

Summary

To be successful, a program utilizing older volunteers must have the firm support of department personnel.

A law enforcement agency that wants to establish a volunteer program must carefully consider the costs to the agency.

Careful planning must precede the implementation of the volunteer program. One critical element of successful planning is to establish the policies and procedures necessary to implement the program.

In a large or decentralized agency, a system can be set up for operating the volunteer program in out-based crime analysis units.

Footnotes

1. For planning, implementation, and maintenance of volunteer programs in support services other than crime analysis (such as community services, crime prevention, photo lab, communications, clerical, library), see George Sunderland, Mary Cox, and Stephen Stiles, Law Enforcement and Older Persons: Revised Edition, (Washington, D.C.: NRTA-AARP, 1980).

2. Marie MacBride, Step By Step Management of the Volunteer Program in Agencies, (Bergen County, New Jersey: Volunteer Bureau of Bergen County, 1978), p. 28.

3. See Office of Management and Budget Circular No. A-110, "Uniform Administrative Requirements for Grants and Other Agreements with Institutions of Higher Education, Hospitals, and Other Nonprofit Organizations," Federal Register, Vol. 41, Friday, July 30, 1976.

4. Planning steps are adapted from R. Alec Mackenzie, The Time Trap, (New York: American Management Association, Inc., 1972), pp. 35-36.

5. The NRTA-AARP Conference, Crime Analysis: Operations and Resources, was held on March 25-26, 1981 in Virginia Beach, Virginia.

6. These two law enforcement agencies developed Gantt charts during workshops held at the NRTA-AARP National Technical Assistance Conference on Crime Analysis Utilizing Older Persons, held at the Denver Colorado Police Department on October 30-31, 1980.

7. This information was extracted from Marie MacBride, op. cit., p. 14, and adapted from the actual experiences of the Virginia Beach Police Department.

CHAPTER FOUR

STAFF PREPARATION

The success of volunteer participation within the agency
depends upon the degree of positive readiness of staff to work
with volunteers. Many staff members have never thought much
about volunteer service and the advantages which can be realized
through effective volunteer participation. Some staff members
may be reluctant to relinquish any aspect of their duty assign-
ments. Often they are uncertain about how to act toward volun-
teers -- either ignoring them or constantly hovering over them. 1/

What part of the crime analysis operation's work can be
done by volunteers? How can volunteers support crime analysis?
If the volunteer program is to give the unit the capability to
extend and improve its existing products, the operational jobs
for the volunteers must be substantial and well-planned, and
should be written up as job descriptions. Volunteer jobs should
relieve paid staff members so that they can have more time to do
what they are professionally trained to do. In some cases, spe-
cific tasks such as artwork, data processing, etc., can be done
by volunteers who have skills and capabilities in a given area.
Almost every crime analysis operation has, at some time, reluc-
tantly dropped a useful product idea because the paid staff
could not take on the additional workload. It is important to
stress that volunteer jobs augment staff jobs. Volunteers com-
plement, not substitute, for regular staff. But for both groups
to work together as a team, they must have clearly defined roles.

Each staff member involved with the volunteers may perform
additional duties and responsibilities. This could involve help-
ing to recruit, train, supervise, evaluate, motivate, and work
with the volunteers. Staff may not necessarily be working harder,

but "smarter." Before the program is initiated, staff should be prepared. Major areas for staff to consider are time management, designing jobs for volunteers, volunteer manpower requirements, and facility and equipment needs. (Recruitment, training, and supervision of volunteers are covered in Chapter 5.)

1. Analyzing Time Usage

People tend to feel that their time management problems are unique. Yet a striking similarity exists in these problems at all levels of management in nearly all types of agencies. Study the following list to determine the time-wasters that affect your work. 2/

COMMON TIME WASTERS

- Procrastination
- Too much reading
- Poor filing system
- Lack of concentration
- Attempting too much
- Poor communication
- Coffee breaks
- Unclear objectives
- Stacked desk, personal disorganization

- Interruptions
- Incompetent subordinates
- Lack of clerical staff
- Telephone calls
- Disorganized support staff
- Lack of delegation
- Lack of priorities
- Low morale
- Lack of procedure for routine matters

Long hours and hard work do not necessarily mean that people are effective, efficient producers. In studies conducted to determine how crime analysts spend their time, the results appear to fall in line with the Pareto Principle in that a crime analyst generally spends 80 percent of his time performing basic tasks and only 20 percent of his time in actual crime analysis. 3/ The great majority of an analyst's time is thus absorbed by the "trivial many" situations or problems. (See chart on next page.)

THE PARETO TIME PRINCIPLE

The Trivial Many Situations or Problems **80**   80% of the time expended PRODUCES 20% of the results **20** R

The Vital Few Situations or Problems **20**   20% of the time expended PRODUCES 80% of the results **80**
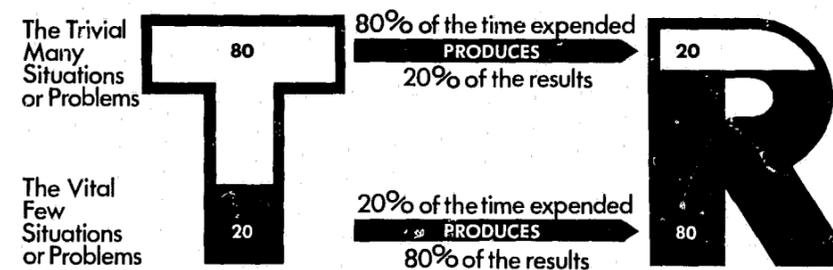
Each staff person who will be working with volunteers will want to identify and eliminate any time-wasting activities and make alternative plans for completing work tasks -- including the supervision of volunteers.

Conducting a brief time study can also help the analyst identify tasks that might be better performed by volunteers so that he will have more time to analyze problems and generate products for use by department personnel.

The following steps might be taken to conduct a simple time study: 4/

Step One: Have analysts list major tasks they perform.

Step Two: Provide analysts with a time sheet. At the end of each day, analysts can estimate the use of their time on various tasks. One quarter hour should be the smallest time block.

Step Three: Tally results of the time sheets (after at least 5 to 10 days) to determine the percentage of time

analysts spend on analysis tasks,
clerical tasks, report production
tasks, etc.

Step Four: Select tasks which might be delegated
to volunteers and set new priorities
for the analyst's work.

Volunteer-staff relationships will be greatly enhanced by
having the analyst help identify tasks to be delegated to the
volunteers. Another method for accomplishing volunteer task
identification, task analysis, is explained in Chapter 3, Sec-
tion 3, Planning.

Once the volunteer program is implemented, the crime anal-
yst will want to continue to plan and organize day-to-day work
for himself and the volunteers.

2. Designing Jobs For Volunteers

Many advantages are derived from written volunteer job
descriptions. They are helpful in:

- Recruiting qualified volunteers,

- Assisting volunteers in understanding
  their roles,

- Arranging workloads,

- Defining expectations on the part of
  the staff,

- Evaluating volunteers.

The best job descriptions are not elaborate or complicated,
but precise and concise. A basic job description would have the
elements included in the form on page 50.   The job descrip-
tion would be filled out by:

1.   Job Title. Examples are crime analysis aide,
assistant analyst, burglary team member, and
other titles which reflect the volunteer's
role.

2.   Objectives. Clearly state, in one or two
sentences, the overall purpose of the job.

3.   Major Responsibilities. List specific tasks;
these will also serve as criteria for volun-
teer performance evaluations.

4.   Qualifications. List experience or skills
preferred such as ability to work well with
staff and other volunteers, knowledge of the
community helpful, willing to fill out police
reports and forms, ability to work with fig-
ures and details. Formal education as a job
qualification may screen out highly desirable
volunteers, since many older persons grew up
in an era when formal education was not as
extensive as it is today.

5.   Comments. Give other pertinent information
such as need for volunteer to provide own
transportation if department is not accessible
by public transportation, or state that vol-
unteer will need to adhere to department
requirements on confidential information and
undergo a background check before selection.

6.   Responsible To. Name the immediate supervisor.

7.   Time Required. Give days per week, hours
needed, and, if desired, ability to work over-
time.

8.   Duration of Assignment. Approximate a time
period, generally from three months to one
year.

9.   Volunteer Program Manager's Name, Address,
Telephone. Give the name, address, and tele-
phone number of the individual who handles job
inquiries. This is to keep down calls and
inquiries on the department's main communica-
tion lines.

FORM 2

VOLUNTEER JOB DESCRIPTION		
Job Title	Unit	Location
Objectives		
Major Responsibilities		
Qualifications		
Comments		
Responsible to:	Time Required	Duration of Assignment
Volunteer Program Manager's Name, Address, Telephone		

Some crime analysis units developed their own job description formats, but most use forms already developed by Department Personnel or another local volunteer program.

The Virginia Beach, Virginia Police Department, for instance, recruited eighteen volunteers after developing a short job description from a format provided by the city's volunteer program. (See example on next page.)

The Virginia Beach Police Department's volunteers were placed in three precincts under the supervision of three analysts. After three months, the crime analysis supervisor developed a chart of crime analysis aide support tasks. The list is not all-inclusive; its purpose is to serve as a guide to crime analysts and illustrate the variety of support services the volunteers provide. Note the frequencies given for various tasks. (See form on page 53.)

3. Volunteer Coordinator

A volunteer coordinator can serve as a link between the crime analysis staff and the older volunteers. Some crime analysis units have a volunteer coordinator and others do not. Most programs with ten or more volunteers have needed the assistance of a volunteer coordinator. The volunteer coordinator may serve either full- or part-time. This position may be filled before the initiation of the program to assist with its implementation or selected from the volunteer group at a later date to help with continuing program operations.

Qualifications for the volunteer coordinator position might include: some knowledge of office procedure, experience as a volunteer, administrative ability, understanding of human behavior and of the law enforcement agency's services, and training skills or experience with personnel procedure. The crime analysis unit's operational needs or volunteer program reporting requirements might indicate qualities to look for in a volunteer coordinator. 5/

AN EXAMPLE OF A VOLUNTEER JOB DESCRIPTION

Job Title	Unit	Location
Crime Analysis Aide	Crime Analysis	Headquarters

General Statement of Duties

Assists crime analysts in the receipt of crime information and the maintenance of crime analysis files.

Distinguishing Features of the Class

This work requires accurate collection of crime data from department sources and encompasses:

1. Accurate file entries,
2. Review of confidential information regarding criminal histories,
3. Attention to details and information quality.

Examples of Work (Illustrative only)

During a given day:

1. Collect police reports,
2. Sort reports by type of offense,
3. Type master name cards,
4. Type keysort cards and make keysort entries,
5. Plot the location of crimes on the crime overlay maps,
6. Review files and purge old information.

Required Knowledge, Skills, and Abilities

Good reading comprehension and good communication skills. Some knowledge of general office procedures such as taking messages, filing, etc. Light typing skills would be an asset.

Acceptable Experience and Training

Some experience in administrative or office environment would be helpful. Any criminal justice-related experience would also be helpful.

Time Required

A minimum of ten (10) hours a week of volunteer time with a maximum of twenty-five (25) hours per week.

Virginia Beach Police Department

CRIME ANALYSIS AIDE SUPPORT TASKS

Function	Tasks	Frequency
Data Collection		
Offense Reports	Obtain from responsible office. Trim and punch. Sort by offender classification. Color code reports. Plot tracked offenses on maps. Prepare daily crime summary. Provide all reports to analyst.	Daily
CAD Reports	Verify receipt of all reports. Discuss missing reports with analyst.	Daily
FI Cards	Sort by beat of origin. Perform tracer search. Enter any pertinent data from tracer in analyst comment field on card. Make or update master index card. Give to crime analyst.	Daily
Data Collation		
Offense Reports	Color code reports. Review reports for accuracy and validity. Bring any questionable data to attention of the crime analyst.	Daily
Analysis Files	Conduct file searches for specific information on analyst request.	Varied
Spot Maps	Plot all tracked offenses on maps.	Daily
DMV	Conduct DMV checks through terminal on analyst request.	Varied
Data Analysis		
Spot Maps	Monitor maps for any geographic concentration or pattern. Notify analyst and provide offense report numbers.	Daily
Data Dissemination	Assist analyst on request to prepare and disseminate crime analysis products.	Varied
Volunteer Trainer	Each precinct has a volunteer designated by the crime analyst as the analysis unit training aide. This person will assist the crime analyst with on-the-job training of volunteers and rotational officers assigned to the unit as well as orient and train visitors from other agencies.	Varied
Special Projects	Various special projects are assigned to the CAU coordinator or staff, such as preparing statistical reports. Also, media interviews are conducted on the volunteer program. Those volunteers who express an interest in these assignments are requested to assist.	Varied

The volunteer coordinator's tasks can be administrative (planning, organizing and carrying on the work, coordinating with other units such as crime prevention, and evaluating progress) and operational (helping with recruiting, interviewing, orienting, training, supervising, recognizing, evaluating volunteers and keeping records of their activities). For example, Duval County, Florida Sheriff's Department has a volunteer coordinator who answers directly to the crime analysis unit supervisor and performs the following tasks:

1. Ensures that time slots in the volunteers' work schedule are filled.

2. Collects and prepares reports on time contributed by the volunteers.

3. Talks regularly with volunteers on an individual basis.

4. Helps to monitor the workload on volunteers and reports bottlenecks to the analysts.

5. Provides training for present or new volunteers.

6. Participates in the on-going recruitment and orientation of new volunteers.

7. Serves as a substitute for volunteers when replacements cannot be arranged.

The volunteer coordinator must be sensitive to the crime analysis unit atmosphere. This person should want to be a helper to the crime analysis unit, to paid staff, to volunteers, and to the community. The volunteer coordinator can act as a resource to aid the unit supervisor should there be tensions and misunderstandings between volunteers (and other volunteers) and paid staff members. The volunteer coordinator's liaison ability can enhance volunteer staff relationships and help ensure that the analyst's time will not be unduly consumed by administrative responsibilities.

4. Volunteer Manpower Requirements

Work arrangements to attract and hold older volunteers by accommodating their needs have included flexible times for working, the sharing of the same job by teams or groups of part-time volunteers, shortened work weeks, leaves of absence, and the handling of extra loads by special temporary assignments of more part-time volunteers, who can later serve as substitutes or replacements for regular volunteers. 6/ Temporary internships or other similar opportunities allow older persons to test their interests and capabilities for the work, the work environment, and supervisory and colleague relationships before committing themselves. 7/

Crime analysis units have shown a tendency to exceed their needs when setting initial volunteer manpower requirements. It is much easier to obtain more volunteers by repeating the recruitment process than to remove qualified volunteers because there is not enough staff or enough work to handle them. It has been found that, on a part-time basis, one staff member can successfully manage five to ten volunteers. 8/

Work schedule arrangements have ranged from four to twenty-five hours per week per volunteer. Some retired persons will want to come to work every day and will stay for the entire operating hours of the unit, but this is generally not a good practice. Over the long run, it is best to keep volunteers to a maximum of twenty to twenty-five hours of service per week.

On the other extreme, in establishing minimum working requirements, the program manager should weigh the value of a volunteer contribution of four to eight hours per week against the crime analysis workload which must be carried by the volunteer. Depending on the sophistication of the tasks to be performed, a qualified volunteer working for four hours per week may or may not justify the department's training investment. Scheduling

arrangements will have to be made on a case-by-case basis after the recruitment and selection of the volunteers.

5. Facility And Equipment Needs

Most crime analysis units operate in cramped quarters. Adequate work space for volunteers can be accomplished in a very small area. Desks do not have to be provided to each volunteer. They can work at tables and function with a minimum of space. Volunteers can be scheduled to fill one work station consecutively throughout the operating hours of the unit. With some forethought, work space for volunteers can be arranged to:

1. Reduce distractions and aid concentration.

2. Minimize travel patterns from work station to files to analyst.

3. Provide for adequate lighting.

Summary

A study of the crime analyst's time usage can help identify volunteer tasks and set priorities for the analyst's work.

Job descriptions enhance the agency's ability to recruit and keep qualified volunteers.

A volunteer coordinator can assist in administrative and operational duties to support the program.

One staff member can successfully manage five to ten volunteers.

Work schedules need to be arranged on a case-by-case basis.

Facilities and equipment can be organized to accommodate volunteers.

Footnotes

1. Marie MacBride, Step By Step Management of the Volunteer Program in Agencies, (Bergen County, New Jersey: Volunteer Bureau of Bergen County, 1978), p. 8.

2. Concepts extracted from R. Alec MacKenzie, The Time Trap, (New York: American Management Association, Inc., 1972), pp. 3-9.

3. Ibid., p. 52.

4. Ibid., pp. 22-27.

5. Marie MacBride, op. cit., pp. 7-8.

6. The National Committee on Careers for Older Americans, Older Americans: An Untapped Resource, (Washington, D.C.: Academy for Educational Development, Inc., 1979), p. 26.

7. Ibid., p. 63.

8. George Sunderland, Mary Cox, and Stephen Stiles, Law Enforcement and Older Persons: Revised Edition, (Washington, D.C.: NRTA-AARP, 1980), p. IV-46.

CHAPTER FIVE

RECRUITMENT, SCREENING, AND PLACEMENT

The recruitment, screening, and placement process is one of the most vigorous program implementation activities. First, the program manager will want to identify the best sources for older volunteers, how to gain access to them, and when to approach them. Before active recruitment, public relations materials should be developed. Information, hand-out materials, and media announcements about the program should be designed to deliver a message that will motivate older persons to volunteer. Procedures and forms for handling applications should be prepared. Screening procedures should be established to guide the selection process. These activities will help to ensure that suitable volunteers are carefully selected and effectively placed in jobs that will support crime analysis.

1. Recruitment

In almost every community there is a large population of retired persons. Finding qualified individuals to fill volunteer jobs in crime analysis should not be difficult.

Recruitment may be accomplished by having staff seek volunteers on an individual or group basis. Staff may informally recruit through family and friends, or make presentations to community organizations and agencies likely to have qualified potential volunteers. Although these recruitment efforts reach only the immediate audience, they can generate enthusiasm about the program and educate the public about the law enforcement agency.

Preceding page blank

The program manager will want to be selective in the use of staff when recruiting volunteers -- it can be a very time-consuming process. Volunteers can be recruited _entirely_ by staff or with the assistance of the community. The options available to the program manager will depend on the community's degree of involvement with volunteer programs.

It might be helpful to develop or obtain a list of potential resource agencies. 1/ (In some communities, leading newspapers maintain current lists of local organizations.) The following organizations should be included in the list:

● NRTA-AARP

The National Retired Teachers Association and the American Association of Retired Persons are separate organizations that work together, having a combined membership of more than 13 million older persons.

The Associations' extensive volunteer structure is unique among national organizations serving the elderly. Volunteer officials who serve at the national and local level number over 6,000 and many thousands more are involved in implementing national programs. More than 2,350 Retired Teachers Association (RTA) units and nearly 3,000 AARP chapters serve as an invaluable source of volunteers for community services at the local level as do individual members of both NRTA and AARP.

For assistance or further information at the local level, NRTA-AARP has nine area offices served by area representatives who have developed comprehensive information and referral capabilities within their geographical area. The service areas and field structure are shown below.

NRTA-AARP AREA OFFICES

Area	Service Area	Office
I.	CT, ME, MA, NH, VT, RI	434 Park Square Building Boston, MA 02116 (617)426-1185
II.	DE, NJ, NY, PA	555 Madison Avenue, 2nd Floor New York, NY 10022 (212)758-1411
III.	KY, MD, NC, VA, DC, WV	1346 Connecticut Avenue, N.W. Suite 419 Washington, DC 20036 (202)872-4820
IV.	AL, FL, GA, MS, SC, TN	1819 Peachtree Street, N.E. Suite 313 Atlanta, GA 30309 (404)352-3232
V.	IL, IN, MI, OH, WI	2720 DesPlaines Avenue Suite 313 Des Plaines, IL 60018 (312)298-2852
VI.	IA, KS, MN, MO, NE, ND, SD	1125 Grand Avenue Suite 1401, Traders Bank Building Kansas City, MO 64106 (816)842-3952
VII.	AR, LA, NM, OK, TX	6440 North Central Expressway 304 University Tower Dallas, TX 75206 (214)369-9206
VIII.	CO, ID, MT, VT, WY	136 South Main Street 609 Kearnes Building Salt Lake City, UT 84101 (801)328-0691
IX.	AK, AR, CA, HI, NV, OR, WA	215 Long Beach Boulevard Andrus Building Long Beach, CA 90801 (213)432-5781

- Service Clubs

  - Jaycees
  - Rotary
  - Lions
  - Junior League

  - Federation of Women's Clubs
  - VFW Posts
  - Kiwanis
  - American Legion

- Professional Groups

  - Retired Police Associations
  - Service Corps of Retired Executives (SCORE)
  - Retired Military Officers' Associations
  - Association of Government Accountants

- Local And State Governments

  - State and Area Agencies on Aging
  - City/County Volunteer Programs

- Other Community Groups

  - AARP Chapters
  - Retired Teachers Associations
  - Retired Senior Volunteer Program
  - Religious Institutions
  - Retired Community Centers

- Educational Institutions

  - High School Education Programs
  - Criminal Justice Departments at Colleges and Universities
  - Community Colleges

If possible, the program manager should enlist the help of influential persons in the target groups for contacting and identifying the most likely prospects.

One excellent example of obtaining recruitment assistance was devised by the Marin County, California Sheriff's Office. The crime analysis unit was staffed by one analyst. She contacted the County Personnel Office's volunteer program coordinator, who agreed to help recruit volunteers. The first volunteer, a retired journalist, was brought in solely for the purpose of developing recruitment materials. The volunteer recruiter was assigned to:

- Draft a description of the volunteer program.
- Assist in completing volunteer job descriptions.
- Write press releases and public service announcements.
- Identify and contact community agencies.
- Identify and contact appropriate media sources.

By this method, the crime analyst was freed from actively promoting the program by the volunteer, and from initial interviews and screening by the county volunteer coordinator.

The program manager may choose to contact employment services and volunteer bureaus that are concerned with finding paid or volunteer jobs for older persons. 2/ Through mutual agreements, assistance with recruitment responsibilities may be provided to the department by organizations such as:

- City or County Personnel
- Information and Referral Centers
- Volunteer Service Bureaus

- Voluntary Action Centers

- Volunteer Clearinghouses

If the collaborating agency does not have a "Request for Volunteers" form, the sample on the next page may be useful for initial and on-going recruitment efforts.

2. Public Relations Plan

The recruiter plays a very important public relations role in his efforts to be responsive to the department's needs. The manner in which the recruiter represents the program to target groups may reflect on the department's relations with the community. The volunteer program's impact can be strengthened through a well-thought-out public relations plan.

Many law enforcement agencies have either a public information officer or police-community relations officer whose major mission is to provide the public with an understanding of the agency. These officers can assist in designing a public relations plan. They can also help with press releases, recruitment materials, and continuing media coverage.

Before developing recruitment and promotional materials, the program manager will want to consider some logistics for the recruitment campaign such as:

When To Approach Volunteers. Timing the approach to potential volunteers can be crucial. They should be approached well in advance of the planned time to inaugurate a program. The month of May, for example, is the best time for recruiting students who have free time during the summer. December is the worst time to approach anyone. A volunteer coordinator closely attuned to the community will have a good sense of the right time to recruit older persons.

FORM 3

REQUEST FOR VOLUNTEERS		
Job Title	Unit	Location
Supervisor	Staff Member Making Request	Date of Request ____ Due Date ____
Job Description (Attached)	Requirements of the Job (Any not on job description)	

Number of Volunteers Needed

Optimum

(Example: 3 volunteers, 3 different days, for 4 hours each)

Minimum

(Example: 1 volunteer, 1 day/week, for 3 hours)

Duration of Assignment	Proposed Starting Date

Recruitment Assistance Provided by:

Volunteer(s) Referred to Program

Unable to Find	Reason

Suggested Alternatives

Volunteer Program Manager's Name, Address, Telephone

Message To Deliver. The recruitment message should be developed with the audience in mind. Each individual is unique and will respond favorably to a different message. An older person might volunteer for a variety of reasons, for instance, to gain recognition, to serve the community, to have something meaningful to do, to try something new, to fill a void left by retirement, to prepare for re-entry into the work force, or to be involved with law enforcement work.

Many older persons feel the need for the psychological compensation that comes from regular, meaningful involvement as a volunteer. According to a 1974 Harris poll, they are attracted to volunteer programs which make contributions to the economic, social, or political life of their communities.

Recruiters must be careful, however, not to refer to an older audience in a way that will offend them. In determining how to describe "older persons," it is interesting to note how older people rated terms commonly used to describe their age groups in a 1981 Harris survey. The survey results below list terms in order of preference. 3/

WHAT OLDER PEOPLE CALL THEMSELVES

Order of Preference	Description
1	Mature Americans
2	Retired Persons
3	Senior Citizens
4	Middle-aged Persons
5	Older Americans
6	Golden Agers
7	Old-Timers
8	Aged Persons
9	Old Men/Women

While volunteering has traditionally been done most frequently by women, more and more men are volunteering, especially for crime analysis support roles. Some older couples would like to serve together and see volunteering as a good use of their leisure time. Each recruitment effort should explain the law enforcement agency and the crime analysis unit's work, and appeal to the potential volunteer by demonstrating how volunteering will help to meet an individual's needs as well as the agency's.

The use of printed materials can leave the agency's message in the hands of many people. Some of this material may already be available from various sources within the department or the community. However, if time and resources permit, promotional materials can be produced that are specifically designed to recruit older volunteers. Examples of recruitment literature to consider are:

- A general fact sheet describing the department's programs, accomplishments, the chief administrator and the officers, and the crime analysis operations. A fact sheet will be of service for a longer time if it does not include dated information.

- An annual report.

- Brochures addressed to potential volunteers should be attractive, not too wordy, attention-drawing, and readable.

- Information kits with the fact sheets, annual report, a list of the agency's accomplishments, and volunteer application forms.

- Job descriptions for volunteers, giving anticipated number of service hours desired.

All printed literature should carry the full name of the department, with the address and telephone number of the volunteer program manager or contact person.

Media sources constitute a valuable means for recruitment.

Newspapers. Most communities have a variety of newspapers or newsletters directed to older or retired persons. These could include daily papers, rural weeklies, church and club bulletins, and senior citizen newsletters. Media releases should be sent whenever there is a story to tell -- from recruitment to volunteer recognition.

Two sample recruitment articles are provided on the next page. The article entitled, "Sheriff Seeks Senior Volunteers," describes crime analysis volunteers as people who "enjoy working with figures and doing other detailed work." The Virginia Beach Policy Department's message requests applications from "teenagers or anyone else with time to devote to the job." Both agencies obtained the assistance of a city or county volunteer program coordinator to handle responses to the press coverage.

Radio. Certain local stations cater to older persons during the morning or evening hours. They may provide much free time for public service announcements -- generally from 10 to 30 seconds -- geared to specific audiences.

Television. Many agencies in the community compete for time on television. Local newscasts, talk shows and community service announcements offer the best opportunities for recruiting volunteers. During the course of these segments, the name and telephone number of the person potential volunteers can contact should be repeated several times so that interested parties can write down the facts they need to respond to the announcement.

SAMPLE NEWS RELEASES: VOLUNTEER RECRUITMENT

SHERIFF SEEKS SENIOR VOLUNTEERS

This is the message that the Sheriff's office is sending to the senior citizens of Marin county.

The Career Criminal Apprehension Program, located in the Sheriff's office in the Civic Center, is looking for senior citizen volunteers to help in that unit.

According to Sheriff Howenstein, it is well established that a substantial amount of serious crime is committed by a relatively small number of repeat offenders. A new program, in cooperation with state and federal agencies, has been instituted which is designed to assist in the detection, apprehension and successful prosecution of career criminals. Specifically, the unit provides crime analysis information to law enforcement agencies throughout Marin county. In the case of repeat offenders, an analysis of their methods can help immeasurably in their apprehension and prosecution.

The unit, which employs a crime analyst and operation analyst, is looking for volunteers who enjoy working with figures and doing other detailed work, and who could be available 8-10 hours a week. The individuals will assist in setting up a known offender file, a stolen property file, and working with a computer. They will be trained to do these tasks, which will then become their responsibility.

Anyone who would enjoy working in an interesting new program while being useful to their community, should call Joan Brown at 555-6104.

SENIOR CITIZENS SOUGHT AS CRIME ANALYSTS

Senior citizens may be the key to faster apprehension of criminals in Virginia Beach.

Volunteers are being sought by the police department to help analyze crime statistics. It's part of a program to put patrols and stakeouts in the areas where crimes are most likely to occur and at the times they are most likely to happen.

Criminals, knowingly or otherwise, often develop certain patterns during the commission of various offenses. And when these patterns are properly analyzed, they can predict where and when these persons are most likely to strike again.

The current problem in Virginia Beach, according to Lt. Rick Lippert, is that the police don't have enough manpower to devote to crime analysis. So they are seeking assistance from senior citizens who might be able to donate 10 hours or more a week to help process the information on crime that pours in daily.

Volunteers will be asked to help sort through the offense reports to highlight and correlate various bits and pieces of information that can be put together to establish patterns. This will help free the analysts who work in each precinct to devote more of their time to predicting where and when criminals will strike next. Currently, the analysts are spending most of their time gleaning facts from the initial paperwork.

A dynamic recruitment campaign will be useless unless at its conclusion, the potential volunteer is given a means of signing up. Sometimes the recruiter will want to provide an "Application for a Volunteer Position" form; in other instances, he may wish only to record the potential volunteer's name, address, and telephone number for future contact. A sample "Volunteer Application" form appears on the next page.

3. Screening

The most frequently used screening techniques for volunteers in crime analysis are:

1. Asking a local community group or volunteer agency to perform _initial_ screening, enabling staff to spend less time with unqualified applicants. Clearly establish time frames and deadlines for initial screening so that the resource agency will be responsive to the department's needs.

2. Allowing potential volunteers to "screen themselves out" of the program by providing them an opportunity to attend a general orientation session.

3. Having staff who will work with the volunteers interview applicants.

4. Having applicants take a job sample test.

The appropriate techniques will depend on the department's unique circumstances. The whole point is to make the screening process effective, but painless. As an additional screening step, all potential volunteers should undergo a background check before placement.

Orientation

The first orientation to the law enforcement agency is a critical one. If it is handled well, with complete and clear

FORM 4

VOLUNTEER APPLICATION

Name	Date

Address	Telephone

Previous Work Experience

Are you presently employed? Yes ___ No ___
If yes, hours worked per week ___

Special Interests and Skills

Previous Volunteer Jobs

Time You Have Available to Work

Hours per Week	Days Available	Number of Hours per Week

Emergency Contact Person	Age
	Under 21 ___ 45-60 ___
	21-45 ___ 60 + ___

Are you available for special projects?

How did you hear about the program?

Do you understand that a background
check will be made? Yes ___ No ___

Do you know any other persons who
might wish to volunteer?

We are interested in any further information
or comments you might wish to offer:

Completed by:

Volunteer Program Manager's Name, Address, Telephone

information, its impact will last a long time -- and will help ensure continuing, growing interest.

Many program managers schedule orientation sessions at the department as part of the screening process. This provides potential applicants an option to "screen themselves out" if they choose, after gaining exposure to the department, the crime analysis work environment, the volunteer jobs offered, and the agency's expectations of its volunteers. Orientation serves as an efficient technique for handling responses to the department's recruitment efforts without necessitating that staff spend time interviewing unsuitable applicants. Orientation also offers crime analysis staff the chance to assess the capabilities and characteristics of persons attending the orientation session, such as physical limitations and the ability to arrange for transportation to the department.

Successful orientation will generally take from two to four hours and include the following six elements:

1. Welcome

   - By chief executive, crime analysis unit supervisor, or guest speaker

   - Expression of thanks for interest

   - Explanation of importance of volunteer program

2. Explanation of the department's administration and operations

   - Tour for groups of five to eight people so that questions can be asked and answered (often given at the conclusion of the orientation)

   - Introduction of key personnel

   * Organization Chart

   * Annual Report

3. Introduction to the Crime Analysis Unit staff and operations

   * Information sources

   * Products generated

   * Files maintained

   * Target crimes

4. A practical discussion concerning the volunteer job, including:

   * Interesting, down-to-earth job description

   - Tentative time slots for work hours

   - Transportation, parking, and entrance to the building

   - Relationship to job supervisor/volunteer coordinator

   - When the jobs begin

5. Review of volunteer's responsibilties, especially regarding:

   - Volunteer program policy and procedures

   - Liability protection

   - Confidentiality of crime analysis information

   - Expenses and tax deductions

   - Personal appearance and behavior

6. Description of volunteer selection process

   - Explain interview format to be used

   - Describe selection process and background check

   - Starting date planned

(* All items denoted by an asterisk (*) are generally provided in an information packet.)

4. Interview

The interviewer should prepare for the interview by having full knowledge of the crime analysis unit's needs and how much the volunteer's support role may be tailored to match the applicant's skills and interests; and by setting up a place, preferably in the crime analysis unit, where the interview can proceed in comfort and without interruption.

The applicant can be provided with an appointment slip, stating the time, place, and name of the person to whom he should report for his interview; or this can be arranged over the phone. Be prepared to have some place for applicants to wait because many will probably arrive early for the interviews.

When the potential volunteer arrives, he should be made to feel comfortable and to understand the volunteer program and the work environment in the crime analysis unit. The interviewer may ask the applicant to fill out the application form, if necessary.

A self-inventory (see next page) may also help the interviewer to learn about the applicant's attitudes, interpersonal relations, motivations and values, work habits, decision-making ability and emotional stability. Before beginning, the interviewer can give the candidate some literature to read about the agency or the crime analysis operation, while the interviewer reviews the information on the application/self inventory. Or it may be preferable to use these forms as interview tools, completing them jointly as the interview progresses.

During the course of the interview, the applicant should be given an opportunity to ask questions and discuss the job. Availability and time commitments should be clearly outlined. A good interviewer will use his skills of observation and listening to determine the applicant's suitability, including his hearing abil-

ity, visual capacity, or physical limitations.

FORM 5

SELF INVENTORY OF SKILLS AND ABILITIES			
	Not at All	Some-times	Very Much
What I Like To Do:			
Speak and Persuade			
Expressing ideas	—	—	—
Influencing others	—	—	—
Writing			
Developing ideas and plans	—	—	—
Preparing reports	—	—	—
Record-Keeping			
Organizing and filing information	—	—	—
Keeping neat, accurate records	—	—	—
Using Statistics and Numbers			
Bookkeeping	—	—	—
Verifying numerical accuracy	—	—	—
Working with Computers			
Reading computer reports	—	—	—
Making data entries	—	—	—
Artistic Skills			
Drawing graphs	—	—	—
Designing forms	—	—	—
Research			
Fact-finding	—	—	—
Problem solving	—	—	—
Teaching and Training			
On-the-job	—	—	—
Training Sessions	—	—	—
I Prefer Working:			
Independently, with little supervision	—	—	—
Under close supervision	—	—	—
With a team	—	—	—
By myself	—	—	—
Under pressure	—	—	—
With frequent changes in tasks	—	—	—
On complex tasks	—	—	—
On recurrent tasks	—	—	—
Completed by:	Date:		

If the interviewer feels the applicant is qualified, he may wish to ask what the applicant thinks of the possibility of working in crime analysis. He may also attempt to "tailor" the job and time requirements to the candidate's interests and needs.

After the interview, a summary should be completed while the information just gathered is fresh -- especially the subjective observations made about attitudes, personality, strengths, and weaknesses.

A sample interview form is given on the next page.

A follow-up response should be made to each applicant who was interviewed. By mail or telephone, applicants should be notified of their acceptance. In handling rejections, it may be more considerate to telephone the person. It is a thoughtful gesture to suggest a referral agency or another volunteer program that could use their skills.

Job Sample Test

The Boulder, Colorado Police Department crime analysis staff employed a version of the short "Job Sample Test," as appears on the page 78. This test is provided as an option to help interviewers select qualified volunteers. It has been found that some older persons do not perform well on tests. So, it is suggested that this test be administered in a friendly way. The test can serve to help candidates decide whether or not they would enjoy serving in crime analysis while enabling the interviewer to observe the older person's writing skills, dexterity, and numerical ability.

Background Check

Before selecting any volunteers, the interviewer and the program manager should review applications and qualifications and compare candidates with available jobs. Acceptable applicants should then be given background checks. Most departments follow the same criteria for volunteers as are set for their civilian employees by conducting an NCIC criminal history check. Some agencies have also conducted background investigations on family members or have required applicants to take polygraph tests.

FORM 6

INTERVIEW SUMMARY	
Applicant's Name	Telephone
Address	Zip
Interviewer	Date

Family and Work Restrictions on Time Available
(Examples: Must be home by 3:00, or cannot work weekends)

Attitudes (Toward agency, staff, crime analysis, etc.)

Special Interests and Skills

Health (Any physical limitations)

Transportation (Is this a problem?)

Interviewer's Comments

Action
Accepted ___   Withdrew Voluntarily ___   Not Accepted ___

Volunteer program manager's name, address telephone

```
┌─────────────────────────────────────────────────────────┐
│ JOB SAMPLE TEST                                          │
│                                                          │
│ To help you determine how much you would enjoy serving in│
│ crime analysis, the following short Job Sample Test has  │
│ been prepared to represent some of the kinds of tasks    │
│ you will initially be asked to do.  Please test yourself │
│ and think about how comfortable you might feel working   │
│ with the details and numbers that are so characteristic  │
│ of crime analysis.                                       │
│                                                          │
│ Name                              │ Date                 │
│                                   │                      │
│                                   │                      │
│                                                          │
│ Please recopy the following names in alphabetical order: │
│                                                          │
│     Steinhauer, Betsy        _____            │
│                                                          │
│     Fillmore, Mary           _____            │
│                                                          │
│     Famous, Elvis            _____            │
│                                                          │
│     Saccarin, Sweet          _____            │
│                                                          │
│     Tempest, Lorraine        _____            │
│                                                          │
│     Turi, Albert             _____            │
│                                                          │
│ Now, please solve the following math problems:           │
│                                                          │
│     146.76          732.52           592.29              │
│    +273.29         -153.25          +576.33              │
│    _____         _____          _____              │
│                                                          │
│                                                          │
│     692.32          596.83           523.22              │
│    -292.53         x    52          x    .5              │
│    _____         _____          _____              │
│                                                          │
│                                                          │
│    ____             ____                                 │
│   5)293.53        15)692.33                              │
│                                                          │
│                                    Thank you!            │
└─────────────────────────────────────────────────────────┘
```

Most program managers have expressed a great deal of confidence in the character of older volunteers. As one crime analyst stated, "If a sixty-five year old man does not have a criminal history, the probability of his getting into trouble now is very small."

Selection

Even when few volunteers are available, selection must be given careful consideration. If both the crime analysis operation and the volunteer are to benefit from the program, the volunteer must be well-matched with his job. Program managers should consider these questions: 4/

- Does the volunteer want this job?

- Does he have adequate time, at the right time, for the job?

- Does he accept the crime analysis operation itself?

- Will he work well with the supervisor and the other volunteers?

- Should placement be for a trial period or not?

5. Placement

A letter of selection and placement, signed by the chief administrator, gives weight to the appointment. The volunteer and the agency may also execute a contract or model agreement similar to that of paid staff. An agreement does not necessarily need to be a document in legal language. It should serve to clarify commitments and expectations on the part of the volunteer and the department. It can include the job description, the name of the supervisor, and what the agency agrees to do, in accordance with its volunteer program policy. It is recommended that contracts cover a stated trial period and provide a built-in option for renewal. The role of the volunteer is a serious one and should carry with it the same kind of commitment as that expected of regular employees. It has been demonstrated that such agreements or contracts provide the basis for judging, in management and financial terms, just how effectively volunteer resources have been used in light of results obtained. 5/

A sample "Volunteer-Agency Agreement" is included on the next page. Some suggestions for volunteer commitments are to fulfill time commitments, evaluate the effectiveness of training provided, provide feedback on the work experience and keep crime analsyis information confidential. The department should agree to provide training, supervision, performance evaluations and personnel records to the volunteer.

Another important part of job placement involves establishing an understanding with volunteers about the importance of confidentiality. This can be done informally or by the use of a disclaimer. For example, the Fresno, California Police Department had their crime analysis volunteers sign a disclaimer on the use of criminal justice information. It stated:

> As a volunteer working with the Fresno Police Department, State of California, you have access to confidential criminal record information regarding individuals. Misuse of such information adversely affects the civil rights of the individual and violates the law...(Code citations)...Any employee who is responsible for such misuse is subject to immediate dismissal. Violation of this law may also result in legal action.
>
> I have read the above and understand the policy regarding misuse of criminal record information.

It is essential that the time between placement and job start-ups be as short as possible. If a long period is unavoidable, the program manager should maintain contact with the volunteer by letter or by training sessions. For example, a volunteer recruited in June to begin work in the fall should hear from the unit during the summer. Maintaining communication demonstrates to the volunteer that he is important to the unit.

FORM 8

```
VOLUNTEER - AGENCY AGREEMENT

      I, _____, volunteer to

  serve as _____ for
                     (job assignment)

  _____ from _____
                  (agency)                           (date)

  to _____. To be reviewed in ____ months.
        (date)
```

As a volunteer, I agree to do the following:	The _____ (agency) agrees to do the following:
1. _____	1. _____
2. _____	2. _____
3. _____	3. _____
4. _____	4. _____
5. _____	5. _____
Signed _____ (Volunteer)	Signed _____ (Program Manager)
Date _____	Date _____

Agency Name, Address, Telephone

SUMMARY

Volunteers can be recruited entirely by staff or with the assistance of community groups or local volunteer programs.

A public relations plan should include determining the best promotional materials and means to gain access to older persons, when to approach them, the message that will motivate them to join, and the easiest way for them to sign up.

Screening techniques may include initial screening by outside agencies, meetings, interviews, and job sample tests. All potential volunteers should receive background checks.

Even when few potential volunteers are available, selection must be given careful consideration.

Job agreements or contracts serve to clarify commitments and expectations on the part of the volunteer and the department.

It is essential that the time between placement and job start-ups be as short as possible.

Footnotes

1. National Retired Teachers Association and American Association of Retired Persons, Programming Techniques, (Washington, D.C.: NRTA-AARP, 1980), p. 22.

2. National Committee on Careers For Older Americans, Older Americans: An Untapped Resource, (Washington, D.C.: Academy for Educational Development, Inc., 1979), p. 59

3. "What Older People Call Themselves," Modern Maturity, Vol. 24, No. 3, (June-July, 1981), p. 11.

4. Article written by Gary Stemm and published in the Virginia Beach Beacon, which is published as part of The Ledger-Star and The Virginian-Pilot.

5. Marie MacBride, Step By Step Management of The Volunteer Program in Agencies, (Bergen County, New Jersey: Volunteer Bureau of Bergen County, 1978), p. 19.

CHAPTER SIX

TRAINING, SUPERVISION, AND RECOGNITION

Training and supervision help volunteers perform their jobs well, develop their potentials, and enjoy the experience. Since job satisfaction is of primary importance to the volunteer, the program's training and supervision functions have a considerable influence in retaining the older volunteer in crime analysis. One of the most important factors in retaining volunteers, however, is recognition.

1. <u>Training</u>

The period betweeen recruitment and assignment of responsibility is when the motivation to learn is high and most people are willing to give more time to training than perhaps at any other period of service.

It has been found that volunteers generally require less job training if they first receive an orientation. If an initial orientation was not conducted as part of the recruitment, selection and placement process, it can be made part of job start-up activities. In some circumstances, it may not be possible to arrange a suitable time when all volunteers can attend an orientation. Each volunteer should be given an opportunity to tour the department, chat informally with staff and other volunteers (especially "veteran" volunteers), and observe the crime analysts at work. Written descriptions of the volunteer program can be helpful in orientation. For example, the Arvada, Colorado Police Department provided its crime analysis volunteers with the city's "Volunteers in Arvada" program handbook. It contained background information such as a history of the city, organizational charts and directories, and described the purpose and goals of the city's

Preceding page blank

volunteer program. It provided important information on volunteer's deductions, rights, responsibilities, various forms, and job descriptions.

A checklist for orientation of volunteers as they start work includes a number of easy-to-overlook details, such as:

FORM 9

ORIENTATION CHECKLIST

Pre-Arrival

1. ___ Have work space and supplies ready.

2. ___ Prepare staff for volunteer orientation and training.

3. ___ Identify a "buddy" for the first day, if appropriate.

4. ___ Have supervisor prepared to start training.

Orientation

1. ___ Welcome volunteer immediately upon arrival. (Can the volunteer gain access to the building?)

2. ___ Show volunteer his/her work location.

3. ___ Explain how department/unit functions, including time schedule.

4. ___ Explain how telephones work.

5. ___ Explain parking. (Does the volunteer have transportation/parking problems?)

6. ___ Explain checking in and out. (Also mileage reimbursement, if applicable.)

7. ___ Show where the restrooms are.

8. ___ Show where the cafeteria or coffee lounge is.

9. ___ Introduce volunteer to the rest of staff.

10. ___ Sign volunteer contract.

11. ___ Start the volunteer on specific work tasks.

12. ___ Arrange for identification cards or badges.

Some agencies have taken steps to familiarize crime analysis volunteers with department operations that work closely with crime analysis, i.e., communications, records, data processing, and ride-alongs with patrol officers.

Crime analysis documentation, in the form of organizational charts (including volunteers under the chain of command), flow charts of the crime analysis process, and operations manuals are valuable orientation and training resources which can be developed well in advance of the volunteer program's inception.

The kinds of work for which volunteers are being considered should guide the development of training objectives and the structuring of subject matter. Such volunteers with highly-skilled levels of competency, such as retired accountants, may not need training, but merely an explanation of how the skills are to be applied in crime analysis. If a volunteer will be performing simple crime analysis support tasks such as file maintenance, logging, and plotting, on-the-job training will probably be adequate.

Sometimes it is obvious that the volunteer will need training in certain areas, such as processing FI cards, developing criminal history profiles, preparing information for data entry, and performing searches. Or, if a volunteer is skilled enough to perform a variety of jobs, it might be useful to have him work briefly on a few assignments before deciding on a permanent placement. Most agencies have conducted on-the-job training before deciding on specific work assignments for volunteers.

Crime analysis staff and persons who will be involved in working with and training older volunteers can enhance their training efforts by following the guidelines summarized below. 1/

> Get to know the volunteers so that the training can emphasize and reinforce their abilities and experience.

- Make an effort to reassure volunteers about the training itself, such as establishing a friendly, comfortable learning environment -- physical and psychological.

- Attempt to control or minimize extraneous or distracting noises or situations.

- Allow for frequent short breaks -- every forty-five minutes or so.

- Take advantage of the volunteers' interests, attitudes, and motivation.

- Slow down the rate of presentations and lectures. A good gauge to judge delivery rate is to study the volunteers for nonverbal cues of understanding and interest.

- Encourage volunteers to ask questions throughout the training and allow some additional time for responses during discussions.

- Allow older persons to practice and reinforce skills at their own pace, within acceptable time limitations.

- Reinforce the learning process by presenting information both visually and verbally.

- Clarify and provide organization and structure; use outlines, graphs, flow charts, and written directions.

- Empathize with the volunteers -- enjoy their individuality and idiosyncracies.

- Try not to "talk down" to the volunteers.

- Select appropriate training procedures -- some older persons learn better through discussion while others learn more effectively from a lecture.

On-the-job training should be developed to tell the volunteers what is expected of them; provide feedback when they are doing the job right, and when they are doing it wrong; make more

complex job assignments to those who do things well, and assign simple tasks to those who are more comfortable with them.

The crime analyst should allocate time for training volunteers and prepare to deal with frequent interruptions as volunteers seek his advice while getting more comfortable with their work. He will also need to provide support and encouragement.

Effective on-the-job training can be designed by the following steps:

1. Analyze the volunteers' jobs and skills. Decide which tasks require written instructions. A workbook can be developed containing forms and explanations of procedures for the volunteers to use as guides.

2. Set training objectives. This does not have to be formalized. Analysts should have a specific understanding about what the volunteers should be able to do if the training is successful.

3. Select training activities. Most crime analysis support tasks can be taught by demonstration, followed by practice.

4. Determine training audience. Train groups, teams, and individuals. Team training has been used frequently in crime analysis and it brings many benefits; in addition to minimizing the analyst's time spent training, it develops volunteer teamwork and mutual support and sets up a framework for training new volunteers or retraining teams for new assignments or special projects.

5. Train volunteers carefully. Tell volunteers what they are supposed to do; show them how to do it; have them repeat what must be done; and finally, have them show that they can do it.

6. Evaluate the training. Ask questions to see if the volunteers understood the training. Let them practice. Check to see if they are performing properly. Also consider improvements or changes to make in future training and needs for additional training.

Training topics and training activities which may also be relevant to current (and future) plans for volunteers might include:

- Safety briefing (Occupational Safety and Health Administration) by a safety officer for volunteers operating departmental machinery.

- The role of crime analysis in ICAP. The Integrated Criminal Apprehension Program has made significant contributions to the development of crime analysis operations and has developed a series of publications for departments interested in implementing an ICAP program. 2/

- Explanation of the law enforcement purpose and function. Crime analysis volunteers will better understand the meaning of their work if they develop an understanding of the law enforcement mission, particularly as it relates to the crime analysis function.

- Overview of the criminal justice system. The complexities and perplexities of the entire criminal justice system, particularly from the law enforcement perspective, can be an enlightening educational experience for crime analysis volunteers. To assist in informing older persons about criminal justice, NRTA-AARP has developed a publication entitled, The Criminal Justice System: A Guide for Citizens. 3/

- Regularly scheduled recruit classes. In agencies with training departments, volunteers have been invited to sit in on recruit classes.

- Crime analysis training. Some volunteers have participated in advanced crime analysis training, enabling them to provide highly specialized support.

- Local training classes. Colleges, universities, and other volunteer programs in the community may offer criminal justice courses or programs that could enrich the volunteers' skills and appreciation of crime analysis.

90

Cross-training volunteers to perform a variety of tasks is important, but it is more important to keep in mind that job assignments be designed for individuals. Although some units have tried to require that every volunteer perform the same tasks or adhere to standardized job descriptions, this is not a recommended practice. On the other hand, a volunteer should not be allowed to perform only the task or tasks he enjoys doing. The value of staff time spent in training volunteers ultimately depends on how much the volunteers will contribute to the crime analysis unit.

2. Supervision

Before bringing volunteers into the crime analysis unit, its members need to understand the chain of command for the volunteer program. If there is a volunteer coordinator position, staff and volunteers need to understand who reports to whom for what, e.g., in work scheduling and time reporting, so that these duties can be consistently administered. The program manager should be aware of the strengths and weaknesses of the volunteer supervisors, anticipate potential problems, and arrange working relationships to enhance staff performance.

Increasing the skills of staff members who work with volunteers can sometimes be more important than training the volunteers themselves. The more capable the staff becomes in working with volunteers, the more capable volunteers will become in working with them.

A large part of the analyst's ability to get things done through volunteers depends on how he directs them. Supervision brings the volunteer's goals closer to those of the crime analysis unit. It involves:

91

- Assigning responsibility and allowing volunteer performance.

- Encouraging and supporting volunteers.

- Observing performance.

- Including volunteers in staff discussions and meetings.

- Appraising performance.

- Explaining "what happens" with the volunteer's work.

- Taking remedial steps to correct deviations from desired performance.

- Expecting high quality work standards from volunteers.

- Rewarding volunteers for a job well done.

- Providing opportunities for job enrichment and enhancement.

Getting too involved in reading every crime report or doing all the crime analysis tasks themselves instead of supervising others is one of the main causes of lack of productivity on the part of supervisors. Delegation, of all the skills and activities of the supervisors, is one of the most indispensable. 4/ Four of the most significant benefits of delegation are that it:

1. Extends results beyond what the analyst can do to what he can control.

2. Releases time for more complex work, special projects, new product development, and other crime analysis needs.

3. Develops the volunteer's initiative, skills, and knowledge.

4. Shares responsibility, but retains decision-making authority.

There may be a number of critical barriers to delegation involving the supervisor, the volunteer, and the work situation itself. Some common delegation barriers and suggested solutions are:

Barriers	Solutions
1. Fear of volunteer's inadequacy or inability.	Involve supervisor in screening and selection; have him train volunteers.
2. Refusal to allow for errors.	Allow volunteers to make mistakes; have them correct their own (or each others') errors.
3. Incompetent volunteers.	Find other tasks, or replace unsuitable volunteers, if necessary.
4. "One-man-show" policy.	Give credit to volunteers for their work and recognition to the supervisor's leadership.
5. Lack of skills in balancing workloads, overloaded with work.	Reorder priorities to give the analyst time to supervise and train volunteers.
6. Personality clashes among volunteers.	Restructure working relationships with those who work well together.
7. Volunteers interrupt too much, talk too much.	In job start-up, this is to be expected (and encouraged). Written instructions and peer support can help minimize these problems.
8. Too many volunteers need on-the-job training for analyst to manage.	Reschedule work hours for the volunteers (e.g., shorten the amount of time per day, double up volunteers for OJT purposes).

It is up to the program manager to monitor supervision and help the analyst identify delegation barriers and take action to overcome them.

Performance Evaluations

Volunteer performance evaluations are a form of recognition. They should be made at least once a year and more often if feasible. Periodic review lets the volunteer know the quality of his performance and uncovers areas where clearer direction may be needed. It also gives the supervisor an opportunity to find out if the volunteer is unhappy about some aspect of his job and make adjustments before the volunteer becomes totally dissatisfied and resigns. As suggested in the sample "Volunteer Performance Evaluation" on the following page, job performance evaluations encompass many of the same areas used for employees: attendance, working relationships, work accomplished, training received and the need for any additional training, and any other future plans. Performance evaluations are a good time to show appreciation for the volunteer's service.

It is well to bear in mind that if the individual is receiving little or no compensation for his services, the approach to evaluation by the supervisor can be somewhat less rigid than that applied in the case of a full-time professional employee of the department.

Job Enhancement

As part of the Volunteer's performance evaluation, the supervisor will want to discuss future work plans. Job enhancement, for the volunteer and the department, may be achieved in a variety of ways, such as:

1. Job continuation. Some volunteers prefer to perform only certain tasks and want to work on a regular basis for as long as their services are needed. They are very valuable in meeting the crime analysis unit's needs for regular, continuing support tasks.

FORM 10

VOLUNTEER PERFORMANCE EVALUATION		
Volunteer's Name	Date	Job

Attendance

____% ____# Hours Worked ____ Notifies When Absent?

Quality of Working Relations

With Staff

With Other Volunteers

Quality of Work Performed (Refer to job description)

Response to Training

Development/Progress

Actions Proposed for Future (Training, assignments, etc.)

Signatures

Evaluating Supervisor _____ Date _____

Volunteer _____ Date _____

2. Job progression. Other volunteers enjoy
    performing a variety of tasks and will remain
    highly motivated if, every four to six months
    or so, they are offered an opportunity to
    take on more or different assignments or
    additional responsibilities, such as a team
    leader, project leader, or volunteer coordi-
    nator.

3. Job rotation. Another way to provide volun-
    teers with new challenges and increase job
    knowledge and interest, is to develop job
    mobility options. Volunteers can be allowed
    to bid or request to serve in other jobs.
    For example, if there is a need for volun-
    teer assistance in the communications center,
    the volunteer can apply for a transfer to
    this position once a replacement for his
    current duties has been recruited and
    trained. This approach can build on an
    existing volunteer program or lead to the
    development of a department-wide volunteer
    program serving the changing needs of the
    department as other units may have priority
    areas needing volunteer support.

4. Special projects. Some highly-skilled older
    persons in the community who may want to
    offer their services as volunteers are only
    willing to do so on a part-time basis. For
    example, a retired Army colonel in Colorado
    Springs, travels extensively and cannot
    make a substantial time commitment for
    volunteering. Every few months, the crime
    analysis unit has him work on special pro-
    jects requiring in-depth research and good
    writing abilities.

In offering job enhancement opportunities, many of the same
considerations made during initial placement will need to be re-
viewed. The program manager and/or volunteer supervisor should
think through the following questions:

*   Does the volunteer want to make a change?

*   Are new time requirements appropriate?

*   What additional training is needed?

When done properly, job enhancement for volunteers can take
some of the workload off the supervisor, and allow volunteers to
seek new challenges and rewards from their work.

Releasing The Volunteer

If all efforts fail to utilize a volunteer in a manner which
effectively meshes the agency's jobs and the individual's needs, if
a volunteer cannot meet the standards of the work requirements or
has not fulfilled his part of the contract, it is time to release
the volunteer, just as a staff member would be. This should be
done tactfully. A volunteer can be released by discontinuing the
job to which he is assigned or creating a less demanding job. An
honest explanation to the volunteer that his background and exper-
ience do not fit the job must be handled thoughtfully and sensi-
tively.

On the other hand, if a volunteer develops health or other
personal problems, or is displaying some symptoms of job burn-out
(such as exhaustion, excessive complaints, poor attendance, etc.),
he can be offered a leave of absence.

Releasing volunteers, although difficult at times, is essen-
tial in maintaining volunteer morale and high standards for volun-
teer performance.

3. Retention

Retention efforts to keep volunteers on the job save the
agency time, effort, and money, and usually improve volunteer per-
formance. In this respect, older persons are valuable volunteers.
For example, the turnover rate for older volunteers is generally
low. The San Diego, California Police Department found that its
older workers in crime analysis had extremely low turnover rates
and that "the amount of time lost from the job and the rate of

tardiness was actually less than that of most employees." 5/ The performance of older volunteers and workers will however, also depend on the department's efforts to motivate and reward its volunteers.

Performance evaluations, job enhancement strategies, and recognition activities are methods which help in retaining volunteers.

Recognition

In providing recognition and encouragement to volunteers, program managers and supervisors may overlook the obvious. For instance:

- On a slow day are the volunteers dismissed after they have made an effort to come? Perhaps there is a backlog of important -- not busy -- work they can do?

- Does the staff devote a little extra care to encouraging the volunteer and giving more responsibilty as appropriate?

- Do the volunteers have a place in the crime analysis office -- even a table, box, drawer, or shelf that they can call their own?

- Have volunteers been provided with identification cards, name tags, or photo identification badges?

Formal rewards are a necessary part of a volunteer support system, but praise for a job well done, verbal recognition and opportunities for increased responsibilities communicate to volunteers that they are integral and important parts of the agency. Informal recognition can often motivate volunteers as effectively as awards certificates or formal ceremonies.

Try to personalize recognition.

- Learn the names of volunteers and greet them personally.

- Send greeting cards on birthdays or other occasions of special significance to volunteers (optional).

- Send get-well cards and indicate how much the volunteer is missed (optional).

- Recognize personal needs and problems.

- Respect sensitivities.

- Take time to talk.

- Express interest in their past careers and experiences.

Recognition should be sincere, genuine, and appropriately related to performance.

- Celebrate outstanding projects and achievements.

- Provide certificates of completed training.

- Give additional responsibility.

- Enlist to train other volunteers.

Every volunteer who has performed satisfactorily should receive some form of recognition.

- Motivate agency VIP's to converse with them.

- Defend them against hostile or negative staff.

- Plan staff and volunteer social events (optional).

- Send letters of appreciation.

- Be familiar with the details of assignments.

- Say "Thank You" at every appropriate occasion; it is an expression that is not generally overused.

Formal recognition ought to be based on recorded data. Subjective opinions or undocumented impressions can produce detrimental effects.

- Maintain meaningful records.

- Commend to supervisory staff.

- Evaluate volunteer performance.

Plan and organize formal recognition activities.

- Plan periodic ceremonial occasions.

- Arrange parties for volunteers and their families (optional).

- Include family members in volunteer recognition programs.

- Consider different types of tangible awards, such as certificates, pins, patches, and other objects that can be worn or displayed.

- Try always to present awards in person.

- Try to have prominent community leaders present at recognition programs. 6/

Publicize newsworthy information about the volunteer program.

- Include specific remarks about the value of the volunteer program in speeches presented by the chief executive and other department personnel.

- Arrange a special section on a bulletin board to feature news about active volunteers and the volunteer program.

- Submit volunteers' names or a volunteer program description to community, state, and national organizations which sponsor recognition events.

- Submit stories about individual volunteers or the volunteer program to newsletters and community newspapers.

A sample news release about the Virginia Beach, Virginia Police Department's older volunteer program is shown below. 7/

SAMPLE NEWS RELEASE: VOLUNTEER PROGRAM RECOGNITION

CRIME STUDY VOLUNTEERS DRAW PRAISE

The use of volunteers to help analyze crime statistics has proven even more successful than police officials imagined when they first called for help last fall.

"They're doing real well. I'm extremely happy with the program," said Rick Lippert, project director for the Integrated Criminal Apprehension Program (ICAP).

When Lippert asked for volunteers last October, he got more than he could use. Currently, he has 21 of them at work.

The crime analysis program is part of an effort to put patrols and stakeouts in the areas where crimes are most likely to occur and at the times they are most likely to happen.

The problem last fall was that the police department's

crime analysts were putting in about 70 percent of their time in compiling statistics. That left them with only about 30 percent of their time to analyze the information.

Many crimes occur in patterns that criminals knowingly or otherwise develop. A proper analysis of these patterns can lead the officers to the likely scene of a crime before it takes place.

According to ICAP Sgt. Arthur Guertin, the use of volunteers has freed analysts from hours of routine work in the first three months of this year. That's 2,177 additional hours that could be devoted to predicting crimes.

And, said Guertin, computing the volunteers' time as being worth the minimum wage, the city has saved $8,215.25 in that three-month period.

An effective system of recognition and awards will help to ensure that volunteers will have a long and satisfying period of service.

Summary

It has been found that volunteers generally require less job training when they first receive an orientation.

The kinds of work for which volunteers are being considered should guide the development of training.

The more capable staff becomes in working with volunteers, the more capable volunteers will become in working with them.

Delegation, of all the skills and activities of the supervisor, is one of the most indispensable.

Retention efforts to keep volunteers on the job, such as performance evaluations, job enhancement strategies, and recognition activities, save the agency time, effort, and money and usually improve volunteer performance.

Job enhancement can be accomplished through job continuation, job progression, job rotation, and special projects.

Informal recognition can often motivate volunteers as effectively as award certificates or formal ceremonies.

Footnotes

1. George Sunderland, Mary Cox, and Stephen Stiles, Programming Techniques, (Washington, D.C.: NRTA-AARP, 1980), pp. 12-13.

2. See U.S. Department of Justice, Law Enforcement Assistance Administration, Integrated Criminal Apprehension Program, Crime Analysis Executive Manual (1977), Crime Analysis Systems Manual (1977), Crime Analysis Operations Manual (1977), Model Records System Manual and Reporting Guide (1977), and The ICAP Model Records System (1980).

3. See National Retired Teachers Association and American Association of Retired Persons, The Criminal Justice System: A Guide for Citizens, (Washington, D.C.: NRTA-AARP, 1981).

4. R. Alec MacKenzie, The Time Trap, (New York: American Management Association, Inc., 1972), pp. 133-134.

5. Bruce B. Bird, "Involvement and Use of Senior Citizens in San Diego, California, ICAP," (Unpublished), Police Technical Assistance Report, Law Enforcement Assistance Administration (Washington, D.C.: Public Administration Service, 1978), p. 11.

6. The majority of recognition suggestions were extracted from Vern Lake, "101 Ways to Give Recognition to Volunteers," Voluntary Action Leadership, (Washington, D.C.: National Center for Voluntary Action, 1977), pp. 13-14.

7. Article written by Gary Stemm and published in the Virginia Beach Beacon, which is published as part of The Ledger-Star and The Virginian-Pilot.

CHAPTER SEVEN

PROGRAM MONITORING

The program manager must be especially alert and responsive to volunteer program activities which occur in the first two months. Corrective actions are more easily undertaken then while the program is still in its early stages. 1/ One critical element of successful program monitoring is the establishment and maintenance of records and program activity data. This material is necessary for management, evaluation, and future planning purposes. The main purpose of program monitoring is the development of a data base and information system that will enable the program manager to know:

1. The who, what, when, where, why and how of daily volunteer program operations,

2. Whether these operations conform to the program design, and

3. Whether the program is accomplishing its goals and objectives. 2/

Program monitoring is an on-going process which can enhance the benefits of the program for the department and for the volunteers.

1. Record-Keeping

The program goals and objectives indicate what types of information should be collected. For example, if one of the volunteer program objectives is to free the analyst from initial data collection so that he can develop and maintain a new daily crime analysis bulletin, a data base should be developed around the following questions:

1. How many data collection tasks can be performed by volunteers?

2. How many of these tasks are included in written job descriptions?

3. How many volunteers have been given these tasks?

4. How much of the analyst's time has been freed for other endeavors, i.e., developing the new bulletin?

Information sources for the answers can include volunteer job descriptions, volunteer performance evaluations, staff assessments, analysts' time studies, and the status of new product development.

Agency policy and procedures relating to the volunteer program will usually dictate whatever else may need to be incorporated in the record-keeping system. A liability protection policy may require volunteers' names, work schedules, and time sheets. Some reimbursement procedures require attendance and mileage records. Progress reports will draw from statistics on volunteer work contributions, volunteer performance evaluations, assessments from staff and volunteers, program descriptions, and other information sources.

Record-keeping needs will generally include statistical and qualitative information collection. In developing a record-keeping system, it is important to create simple forms and to keep their number to a minimum.

Information System

Two standard files that should be maintained are a volunteer service record and a volunteer program record. The volunteer service records can include background information on each volunteer, job assignment, work schedule, supervisory relationships, and

training received. As the program continues, these volunteer personnel files can be expanded to include additional training, new work assignments, and any recognition received. A sample "Permanent Volunteer Registration and Service Record" is presented on the next page. This information can be taken from volunteer application forms and interviews. Volunteer coordinators can maintain these records, or volunteers can help to keep and update their own individual files.

The volunteer program records generally contain program goals, objectives, policies and procedures; volunteer job descriptions, numbers of volunteers needed and hours to be worked. Activity records and time schedules should be kept to provide an accounting of services rendered. A suggested "Volunteer Program Record" form is provided on page 109.

Qualitative information about the program can be gathered by staff assessments, such as supervisor evaluations, and volunteer assessments of various program activities, such as training, supervision, and job suitability.

Agency administrators should be provided with periodic, current overviews of the program's operations. Supporting documents for this purpose include agency costs and support, such as equipment, supplies, and recognition; and volunteer contributions, calculated in hours or dollars.

Suggested record-keeping forms have been given throughout this guide. A list of each form and its location is provided in the Table of Contents. These forms may be copied or adjusted to serve each agency's record-keeping needs.

Record-keeping provides continuity to the volunteer program. This can be of considerable importance if changes in crime analysis staff or key department personnel occur. In the case of a change in the volunteer program manager, the new person can learn

PERMANENT VOLUNTEER REGISTRATION AND SERVICE RECORD

Name	Date
Address	Telephone
Emergency Contact Person	Age
Previous Work Experience	Telephone

Current Employment

Special Interests and Skills

Health (Any physical limitations?)

Time Available	Hours Worked	Car (Driver's license?)

Training		Date

Assignments	Dates	Supervisors	Comments

Recognitions

Agency Name, Address, Telephone

VOLUNTEER PROGRAM RECORD

Unit	Location	Date(s) Covered

Hours/Days

Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday

Number Of Volunteers Needed/Requested

Volunteer Jobs	Supervisor(s)
Volunteers Interviewed	Volunteers Placed
Training Activities	Recognition Activities

Volunteer Service Record

Volunteer	Hours Worked	Period Covered

Agency Name, Address, Telephone

more quickly about the program and perhaps also avoid some of the problems experienced by his predecessor.

2. Evaluation

Volunteer program evaluation is a relatively new endeavor and volunteer programs in crime analysis are even more recent developments. There are some evaluations describing cost-benefits and impacts of the four older volunteer/worker programs implemented before 1979. The 16 programs initiated since then have not yet developed a sufficient data base from which to make extensive evaluations. (The results of NRAA-AARP assessments of these 16 programs are presented in the next chapter.)

There is a need for additional research, investigation, and evaluation of the cost-benefits, impacts, and processes relating to older volunteer/worker programs in crime analysis (and in other law enforcement support roles) to guide the future development and expansion of these programs. For the purpose of this discussion, a brief overview of the information necessary for conducting an evelution and suggested evaluation designs will be given.

As described in "Record-Keeping," the program manager must document the activities and effects of the program through an information system. In making an evaluation to determine the level of and reasons for a program's success or failure, the evaluator will systematically collect information from the program manager, policy makers, staff, and volunteers about their expectations, attitudes, and perceptions of the volunteer program. (This information can also be obtained through self-assessment.) The following chart provides a brief overview of the more common evaluation types and purposes. Sample questions and data sources are included. Although this chart is not comprehensive, it contains examples of the types of questions that need to be asked when evaluating a volunteer program. 3/

EVALUATION DESIGNS		
Type	**Questions**	**Data Sources**
Effort/Monitoring		
To determine what has been done and how well it has been done	How many volunteers have been trained in the program as compared to the number specified in the program objectives?	Training Record
	How many hours of volunteer service have been provided?	Volunteer Service and Program Records
	How well are older volunteers able to handle their job responsibilities?	Volunteer Performance Evaluations
Outcome/Impact		
To determine how well the program is working; what effect it is having	Have reports been processed faster since the volunteers began work?	Analysts' Progress Reports
	Has the scope of crime analysis activities increased?	Program Records
	What recognition is provided to volunteers?	Volunteer Service and Program Records
Cost-Benefit/ Efficiency		
To determine if the program benefits or services provided are reasonable and justifiable in terms of costs -- money, time, personnel	What is the length of service and turnover rate of volunteers compared to agency time spent preparing volunteers?	Volunteer Service Records and Program Records
	What is the ratio of time spent by staff supervising volunteers to time contributed by volunteers?	Volunteer Records and Survey of Supervisors
	What is the cost per volunteer in a given position compared to that of paid staff?	Program Budget, Agency Budget, and Cost Analysis
Process		
To determine how the program works, what factors have brought about its current state of operation, and results	What is the degree of acceptance and support of the volunteer program by agency staff?	Supervisors' Reports, Volunteer Assessments
	Was staff prepared in terms of what to expect from volunteers?	Same as above
	Does the training prepare volunteers for their assignments?	Volunteer Performance Evaluations

Each type of evaluation is interrelated with the others and it is not uncommon for an evaluation study to incorporate the elements of several types. In addition, some types of evaluation are more appropriate in the early stages of the program (e.g., effort and process) while others are better applied after a stable operation over a period of time, allowing for an increased data base (e.g., outcome, cost-benefit).

Two chronic and consistent problems with evaluations are, first of all, that many agencies cannot afford the costs for an outside independent evaluation consultant and so do not evaluate their programs; and secondly, that once an evaluation has been conducted, its results are often under-utilized.

3. Self-Assessment

A self-assessment cannot substitute for an outside professional evaluation. It can, however, offer a process of roughly measuring the function, performance, commitment, and satisfaction of those involved with the volunteer program. 4/

A number of unforeseen benefits can occur with the use of a self-assessment. It can act as an awareness-raising device in itself, giving the program visibility and serious consideration it may have lacked previously. People may be more willing to articulate problems with the program in writing and anonymously, than through personal contact. Written feedback and tabulations from self-assessment forms, even though they are self-reported, can give the program manager something tangible to work with. Assessment helps the program manager distinguish between what is being done successfully and what should be done differently. Self-assessment provides guidance to the program manager by:

1. Focusing energies on program areas needing the most help.

2. Helping to show the long-term implications of day-to-day program operations.

3. Improving volunteer morale because the act of asking for their input and implementing changes demonstrates care and concern.

4. Exposing many easily-overlooked, quickly-corrected smaller problems.

5. Helping anticipate and solve small problems before they become large ones.

The self-assessment process can be conducted on an informal and formal basis. Informal weekly or monthly sessions can be held with volunteers to answer questions such as:

- How is it going? How are things?

- What was your best experience here? Your worst?

- What could we do differently?

- What are the strong points about working hours?

- What do you like least about volunteering here?

- If there were one thing you would do to make this a better place to work, what would it be?

Discussions should also be held regularly with the volunteer coordinator and staff who work with volunteers about seeking their attitudes, perceptions, and concerns about the program.

Formal assessment can augment the informal process. However, the program manager should not start a formal assessment of the volunteer program unless he plans to follow up on the findings or implement needed changes in the program.

Formal assessment uses surveys, questionnaires, and interviews to gather information from persons involved with and affected by the volunteer program. Questions about the volunteer program could be added to assessments on the crime analysis operations itself. Some general issues which can be expanded into specific questions making up an assessment are:

- What specific commitments (such as liability coverage, confidentiality, office space, staff time, recognition), is the top administration willing to make on behalf of the volunteer program?

- What are the volunteers' satisfactions, frustrations, and job performance levels (including training, supervision, attendance, turnover, accuracy, productivity)?

- What are the volunteer coordinator's perceptions and roles in program operations and administration? Of the dependability and perseverance of the volunteers? How effective is he?

- What are the impressions of staff who work with volunteers about the program? What are their levels of understanding, commitment, and satisfaction? Has their productivity increased? Has the unit's?

- What are the impressions of other departmental personnel about the program? How is the volunteer program affecting the credibility of the crime analysis unit?

The results of self-assessment can show some consistency in the perceptions among groups surveyed. A consensus could mean confirmation of certain facts -- or a common misconception about the program. Disagreements among the groups can be organized into a matrix or profile showing who disagrees about which programmatic area.

Formal assessment findings should be distributed to those personnel in the agency who can address the issues raised. Next, meetings should be arranged to discuss the assessment results and develop recommendations. Plans should then be developed to resolve any problems identified. Assessments of volunteer program operations generally point to six problem areas:

- Recruitment

- Placement

- Training

- Role Definition

- Motivation

- Delegation

Any problems uncovered through a self-assessment are opportunities to strategize for program success. If volunteer turnover is high, for example, the program manager has an opportunity to make changes that will decrease turnover and improve overall volunteer commitment. If volunteers are not working to their full potentials, the program manager has an opportunity to improve their skills levels and motivate them in the process.

Self-assessments can help the program manager discover program weaknesses -- or better yet, to uncover them before they appear through informal and formal assessment and analysis.

It is recommended that program managers make a formal assessment at least once a year and monitor progress with informal assessments. In this way, the program manager can maintain a volunteer program in terms of the changing needs of the volunteers and the department.

Summary

The program manager must be especially alert and responsive to volunteer program activities which occur in the first month.

It is wise for program managers to establish procedures to maintain records and program data in order to monitor and evaluate or assess the program and plan for the future.

Two standard record-keeping files which should be maintained are a volunteer service record and a volunteer program record.

There is a need for additional research, investigation, and evaluation of older volunteer/worker programs in crime analysis.

Two chronic and consistent problems with evaluation have been its high costs and under-utilization of results. For these reasons, self-assessments are a strongly recommended alternative.

A formal assessment should not be conducted unless there are plans to follow up on the findings or implement needed changes in the program.

It is recommended that program managers make a formal assessment at least once a year and monitor progress with informal assessments.

Footnotes

1. George Sunderland, Mary Cox, and Stephen Stiles, Law Enforcement and Older Persons: Revised Edition, (Washington, D.C.: NRTA-AARP, 1980), p. IV-33.

2. Ibid., p. IV-35.

3. Ibid., pp. IV-38-40.

4. The majority of information in this section was extracted from Audrey Richards, Managing Volunteers for Results, Public Management Institute, 1979, pp. 23-25, and Bobette W. Reigel, Basic Feedback System: A Self-Assessment Process for Volunteer Programs, (Boulder, Colorado: National Information Center On Volunteerism, 1977), pp. 1-2, p. 14, p. 22, p. 27, and p. 32.

CHAPTER EIGHT

SITE ASSESSMENTS

NRTA-AARP technical assistance activities which have led to
the development of this guide, focused on the efforts of 16 law
enforcement agencies around the nation. These agencies were
identified as having viable crime analysis operations and a ca-
pacity to develop meaningful roles for older volunteer/worker
support services. Thirteen of the agencies were Integrated
Criminal Apprehension Program (ICAP) sites with "second gener-
ation" crime analysis operations. The underlying impetus for
the majority of these programs was the same -- to find the most
productive methods to staff crime analysis functions given tight
resource constraints.

This chapter documents the findings of on-site assessments
and provides recommendations to agencies interested in adopting
or strengthening existing older volunteer/worker programs in
crime analysis.

1. Data Collection

Each of the 16 sites was viewed as a case study of the al-
ternative methods that could be used to implement this program.
Data were collected on the progress made at each site through two
methods.

First, four qualified consulants under contract to NRTA-AARP
for the duration of the project were assigned a group of cities
to chart month-by-month progress. A data collection instrument
was used that tracked each element in the implementation process.
The project reporting period covered six months, from January
through June, 1981.

119

Preceding page blank

The second data collection method was the use of actual, on-site review of each project. These sites visits were conducted by NRTA-AARP staff in order to verify the information collected by the consultants with the perceptions of the agencies implementing the programs. Interviews were conducted with volunteers, crime analysts, and some members of the departments' command staffs. Whenever possible, additional program records were collected that documented the implementation process.

2. Data Analysis

The case study method used did not lend itself to hard data collection. Sites were all at varying stages of development. Further, rigorous standardized data collection was not possible within the constraints of resources and time.

The analysis presented here describes the various types of approaches used by groups of project sites. Describing differences in program implementation styles should be useful to departments that embark upon this program in the future.

Characteristics Of Program Sites

Sites implementing programs with older volunteers or workers are varied in agency size (from three full-time employees to over 1,500) and crime analysis approaches to service delivery (operations include manual, semi-automated, and automated systems). Demographic characteristics of each jurisdiction are described in the chart on the next page. This chart is not intended to present guidelines for determining how many older persons are needed by a crime analysis unit of a certain size. (Crime analysis needs are determined instead through identification of support tasks which can be delegated to older volunteers/workers.) The chart shows that older volunteer/worker programs can be successfully implemented in most law enforcement agencies. Older volunteers

120

DEMOGRAPHICS OF TEST SITES

City	Population [1]	Percentage Over Age 65	Number of Full-Time Employees [2]	Number of Crime Analysts	Number of Older Workers/ Volunteers
Arlington, TX	161,000	7.4	252	4	0
Arvada, CO	78,000	8.8	149	1	1
Boulder, CO	76,000	8.5	145	1	3
Cambridge, MA	95,000	11.3	342	2	3
Duval County, FL	571,000	8.7	1,589	4	14
Fairfield, CA	58,000	7.6	92	1	1
Fresno, CA	215,000	9.6	455	2	12
Jackson, MI	200,000	8.9	511	4	2
King County, WA	1,265,000	10.0	566	4	3
Marin County, CA	217,000	8.5	157	2	12
Reading, PA	79,000	13.4	193	3	5
Redondo Beach, CA	57,000	8.5	121	2	3
Santa Ana, CA	206,000	10.0	417	3	1
South Bay, CA	123,000	8.5	5	3	11
University City, MO	43,000	11.0	96	1	1
Virginia Beach, VA	261,000	10.0	501	4	21

[1] Population statistics were extracted from U.S. Bureau of Census, Preliminary Census Reports, 1980, and rounded to the nearest thousandth.

[2] Numbers of full-time law enforcement employees were taken from FBI Uniform Crime Reports, 1979.

121

can be recruited in small communities as well as in large cities. The majority of sites (12 out of 16) recruited older persons from areas having less than the average proportion of older persons living in their jurisdictions. (The national average percentage of older persons in the population is 11 percent. 1/) One crime analyst is all it takes to develop and implement the program. (Five sites have only one full-time analyst.) Depending on the crime analysis workload, jobs were created for one to twenty-one older volunteers/workers.

These law enforcement agencies demonstrate that, large or small, decentralized or centralized, unionized or not, and with or without previous volunteer program experience, the concept of utilizing older persons in crime analysis support roles works!

Implementation Issues

During the course of this project, agency participants raised several concerns that were monitored throughout the implementation process. During the time period in which data were collected, these concerns were not evidenced as problems at any of the sites. The charts on the following two pages cite these pre-program concerns and the results of the assessment process.

Implementation Methodologies

Highlights of important program implementation decisions, techniques, and methods are summarized in the following discussion.

Organizational Preparation. Most program managers developed program goals and objectives, work plans, and timetables. Chief executives' support and commitments were obtained, key individuals were briefed, and other department personnel, especially those utilizing crime analysis, were made aware of an upcoming older

122

OLDER PERSONS IN CRIME ANALYSIS: IMPLEMENTATION ISSUES	
Pre-Program Concerns	Results of Site Assessments
Security and Privacy Can civilian volunteers be given access to criminal history and investigative information?	No site or prosecuting attorney or civil litigation has revealed any problem with the use of older persons in crime analysis. As a safeguard, 15 of the 16 sites conducted NCIC checks on all applicants.
Liability If a volunteer is injured on the job, how much liability is incurred by the site? If the volunteer makes a clerical mistake and a negative consequence occurs (an "innocent" citizen is injured), how does this affect the site?	No liability has been surfaced. Most sites have covered volunteers through department insurance programs. All agencies obtained advice from legal counsel and were recommended ways to cover the volunteer program in existing insurance plans. Older workers were also covered by Worker's Compensation.
Union Job Action If a volunteer is perceived as taking a job which should be filled by a full-time employee, what impact will it have on the volunteer program?	Although six sites have police unions with collective bargaining powers, no union action has occurred.
Acceptance Can an older volunteer function in a police environment where language, opinions, and crime analysis information can be violent, frank, and graphic?	No problems have occurred at any site although the majority of older volunteers/workers had no previous experience with law enforcement.
Competency Without any previous involvement with the program, some agencies believed that older persons would be unproductive, forgetful, and undependable.	The screening process removed any persons who were not suitable or competent in crime analysis support tasks. Volunteers placed in crime analysis have mastered skills and attained levels of proficiency more quickly than was anticipated.

123

Space Constraints

Can older volunteers work in cramped or noisy conditions?

Volunteers were found to be willing and able to concentrate and perform anywhere they were placed.

Time Constraints

Will the agency have the capacity to commit the manpower and time for recruitment, selection, placement, and training to obtain the benefit of additional workers?

Program implementation occured more quickly than most program managers asssumed, once department commitment was attained.

Task Limitations

Can older persons perform data entry and quality control checks for computerized units? Can they accurately and productively compile a massive data base for manual analysis?

No specific problems in computerized data entry or manual crime analysis tasks were surfaced. Older persons were found to have lower than average error rates.

Recruitment

Will agencies find places to recruit "good" volunteers since volunteers who would be valuable in crime analysis may already be in other programs?

Older persons were fascinated by volunteering or working in a police agency. The concept encouraged many highly talented and skilled older persons to enter the selection process.

Paid Employee Or Volunteer

How can you hold people accountable for work products and hours if they are not paid employees?

While the data base is too small at this time to draw a final conclusion, no discernible difference in efficiency or productivity levels can be found between those sites which employ older workers and those which utilize volunteers.

volunteer/worker program. Many informal discussions were held before top administrators announced the program or issued a departmental policy statement. By the time acceptance was obtained, most program managers had established policies and procedures for the volunteer/worker programs.

Crime Analysis Support Needs. All crime analysis unit staffs conducted task analyses to identify their needs. Some staffs also made time studies to assist in developing volunteer/worker support roles. In eight of the sixteen sites, other units, such as crime prevention, communications, and investigations, were asked to identify jobs for volunteers. It was planned that recruitment campaigns would be designed to draw candidates for crime analysis and other jobs as well. Every crime analysis unit developed written job descriptions.

Staff Relationships. The relationships between volunteers, supervisors, and volunteer coordinators generally were established by the 16 sites in one of the following three ways:

1. One crime analyst was assigned primary responsibility for supervising and training the volunteers and was given time to perform these duties. This method was effectively practiced, not just in one-man units but also at sites in which other analysts were employed and worked with the volunteers.

2. Volunteer program coordinators were generally assigned to help coordinate work scheduling and fill in when volunteers were absent. They also assisted with administrative and reporting requirements for the program. Two sites had sworn officers who were coordinators and two sites recruited older volunteers to serve in this position. No direct supervisory responsibility was assigned to volunteer coordinators who were volunteers themselves.

3. Supervisory responsibilities were shared among all the analysts. Although some volunteers expressed confusion about this arrangement, stating that they did not know whom to report to or whom to ask questions of, this method allowed staff-volunteer relationships to develop among individuals who felt comfortable and enjoyed working together.

Other staff relationships were generally informal. All volunteers interviewed felt accepted by other department personnel. At one site, volunteers directly responded to requests from officers for searches. As programs continue, it is anticipated that this practice will be used in other agencies.

Recruitment Process. It was observed that most program managers had a "slow-down" period before starting active recruitment for volunteers. During this time, managers made certain that crime analysis staff was ready to start the program. They worked on obtaining additional internal acceptance, prepared recruitment and training materials, documented crime analysis procedures, and made some adjustments to the crime analysis operations.

The recruitment process was conducted directly by staff at seven sites and in cooperation with local community organizations as nine sites. Those departments obtaining assistance worked with one or more of the following agencies:

- NRTA-AARP

- RSVP

- Senior Centers

- Volunteer Bureaus

- City/County Volunteer Programs

- City Personnel Offices

- Universities

Both direct and collaborative recruitment efforts were deemed to be effective by staff and consultants. Some agencies were hesitant to publish an advertisement or seek outside assistance; they first attempted to recruit volunteers by having staff informally seek applicants. Although this process worked in some departments,

others did not get sufficient responses from acceptable applicants. After they went on to request outside assistance, they found that they were satisfied with the referrals they received.

Media sources were used as part of the recruitment publicity. Seven sites advertised for volunteers through news releases and three sites also made public service announcements on radio and tv. Although there were concerns that responses could be overwhelming, inquiries were handled without too much difficulty.

Screening. All the screening techniques recommended in this guide were practiced at various sites as follows:

Screening Techniques	Number of Sites
Initial screening by outside agency	9
Interview	16
Orientation meetings	4
Job Sample Test	1

All sites but one (in which the volunteers were previously known to the department) conducted NCIC background checks. One site also required that volunteers take polygraph examinations.

Hiring Procedures. The majority of sites issued letters signed by the chief executive welcoming the volunteers to the program and thanking them for their interest. Several sites signed agreements with volunteers. One also required volunteers to sign a disclaimer on the use of confidential information. None of the departments asked volunteers to sign waivers of liability.

Placement. Placing volunteers in crime analysis was guided by flexibility. Volunteers generally began work and on-the-job training within four weeks after selection. They were not

assigned to specific jobs, but were given a variety of tasks to perform while program managers and supervisors assessed their skills, capabilities, and ability to work with other volunteers and staff.

Volunteers worked individually, in teams, and in groups.

Work schedules generally had to be revised several times before satisfactory times were arranged. Although the volunteers' time availabilities and preferences were given consideration, most agencies had to set limits on the amount of time volunteers would contribute. In a few situations, agencies had selected too many volunteers to manage at one time. They resolved the situation by lowering the number of hours to be contributed per volunteer, thus giving each individual an opportunity to serve.

Logistics. A number of logistics had to be dealt with, including limited office and work space, and volunteers' parking and transportation concerns. Most units reorganized their office space. Some were even authorized additional space.

A few ingenious sources of work space were created by placing a long, narrow table under a window, extending a bookshelf into a desk, and taking a door off a closet to make room for one more volunteer. Training rooms, roll call rooms, and other areas available within departments were set aside for volunteers whenever they were not in use by agency personnel.

"Personal" work space was provided to volunteers with in-out boxes and by sharing desk drawers. Several agencies unexpectedly realized that they would have to buy coat racks for the volunteers.

Poor transportation accessibility has been a key constraint on volunteering for older persons. Crime analysis staffs paid special attention to this issue, obtaining permits for volunteers to park on departments' lots and helping volunteers to get senior

discount bus passes. Eight sites made arrangements for mileage reimbursements.

Training. All sites have provided on-the-job training. Site assessments and interviews with staff and older persons in those five agencies conducting orientations show a more efficient and timely development of volunteer skills to an acceptable level of competency than was found with on-the-job training alone. Four sites, each with older volunteer/worker programs operating for more than six months, have selected volunteers to participate in formal training sessions and take on more or different job responsibilities. It is anticipated that, as other programs mature, formal training activities will be added.

Recognition. Although the programs have been operating for less than one year, all participants have received some formal recognition, including:

- Badges, name cards, photo identifications;

- Media coverage on tv, radio, and most frequently, in community and volunteer newsletters; and

- Luncheons and picnics for volunteers and staff.

Most program managers have developed plans for future recognition, such as an annual banquet or luncheon to be sponsored by the department or conducted in cooperation with a local volunteer program. Award certificates will be presented to volunteers. Most sites have decided to give awards for length of service (such as one year), as opposed to number of hours served.

Program Costs. Costs for the 13 sites implementing volunteer programs were generally absorbed in administrative overhead, i.e., staff time for program planning, recruitment, selection, placement, training, and supervision; and office space, equipment, and

supplies. Items requiring monies were minimal -- liability coverage, recognition awards and events, and reimbursements for mileage expenses.

The amount required to fund older worker programs at three sites included minimum hourly wage without fringe benefits and Worker's Compensation coverage.

To date, only the Virginia Beach Police Department has calculated the value of the crime analysis volunteer aides' services in dollars. From January through March, 1981, 2,117.5 hours provided by volunteers were valued at $8,015.25. Some agencies plan to calculate only hours of service contributions.

Self-Assessments. Each site has established a record-keeping system containing sufficient documentation to monitor the volunteer program, calculate cost-benfits, assess increased crime analysis productivity, and conduct more in-depth evaluations of the volunteer program.

Overall Implementation Process. Most program managers found that the program implementation process happened faster and was much simpler than they had expected. The time period from initial planning to volunteer placement averaged about six months.

3. Recommendations

The NRTA-AARP review of 16 law enforcement agencies developing older volunteer/worker crime analysis support programs pointed toward the features that were associated with programs that were viewed as "successful" by all parties involved. An in-depth comparison of programs at each site, however, was not possible. The status of program implementation varied from one to nine months at the time that NRTA-AARP assessments were conducted, limiting the ability to draw extensive conclusions.

130

The site assessment process identified two features which were most prominent in "poor quality" volunteer/worker programs. These features should be carefully avoided.

1. Lack of accountability.

    Programs which did not have a clear focus of accountability at all levels had implementation problems. In some cases, supervisory relationships were not made sufficiently clear to volunteers. Volunteers need to know whose orders to answer and whose work to perform. They could not prioritize work when they did not know who their boss was. Volunteers themselves should be given responsible positions and held accountable for their work. If they make mistakes, the volunteers should make the corrections.

2. Lack of foresight in planning.

    Programs that were initiated prior to undergoing a thorough planning phase generally encountered problems in delegating and assigning tasks to volunteers. For example, some departments never clearly defined volunteers' roles or changed their roles several times. One contributing factor to this situation can be the actual crime analysis operation. If it does not function in accordance with some established priorities and procedures, the volunteer program will amplify its weaknesses and result in confused staff and volunteers. Although program flexibility is necessary for successful implementation, changes must be made skillfully and with the full understanding of staff and volunteers.

The on-site assessments also identified the following five features of "high quality" volunteer programs in crime analysis that should be taken as recommendations for future program development.

131

1. Tailoring the volunteer's work to meet the agency's needs and match the volunteer's skills, needs, and interests. Some excellent examples of ways in which agencies utilized volunteers' skills to perform crime analysis tasks are listed below.

Retiree Skills	Job Assignments
Accountant	Numerical Accuracy Checks
Legal Secretary	Data Collection and Collation
Housewife	Stolen Property File
Postal Inspector	Known Offender File
Guidance Counselor	Volunteer Coordinator
Schoolteacher	Training Aide
Personnel Manager	Volunteer Coordinator
Army Intelligence Officer	Known Offender File

It should also be mentioned that some volunteers wanted an opportunity to do something completely different from their past careers.

Consideration was given to individuals' needs, e.g., some volunteers enjoyed working alone while others preferred an opportunity to socialize and interact with other volunteers. In these efforts, most units found that volunteers were willing to perform time-consuming, repetitive tasks; and that they did so with high levels of productivity and accuracy.

Tailoring allowed the crime analysis operations to receive needed volunteer services while maximizing volunteer skills and talent utilization. It enhanced volunteer worker satisfaction by creating a work-task environment which capitalized on the volunteer's interest. Program flexibility also reduced the potential for volunteer turnover.

132

2. Volunteer understanding of crime analysis role. The majority of volunteers had a good general grasp of the department mission, the crime analysis function, and how their work supported these activities. By understanding the meaning of their work, volunteers were able to move quickly into more sophisticated tasks. They could also effectively train other volunteers. The primary benefit for volunteers was increased job satisfaction.

3. A set of well-articulated and highly differentiated roles for volunteers. When volunteers mastered one job, most agencies encouraged them to take on more or different job responsibilities. In effect, this quickly freed the analyst to expand crime analysis operations and develop new products. Volunteers gained increased recognition and status, and were challenged to achieve even more.

4. Information exchange about volunteer programs. Good communication among agencies helped to minimize duplication of efforts and provided guidance in program planning and development activities. By working with volunteer programs in their communities, agencies also profited from their experiences. Information exchange may also have contributed to the fact that few of the "typical" program implementation mistakes were made, such as not defining jobs for volunteers before recruitment, not screening applicants, or not setting standards for the performance of volunteers.

5. Provision of training and development opportunities for volunteers. Most agencies provided volunteer training to enhance the volunteers' understanding of their work and their roles. Many opportunities for growth, advancement, and increased responsibility were offered. Special projects suddenly appeared in other units. Several sites had to "fight" to keep some of their highly skilled volunteers in the crime analysis unit.

133

Along with the goal of finding useful work for older persons and thereby enriching their lives, the NRTA-AARP project was also intended to augment the operation of crime analysis units. Analysts were to develop new goals to contribute to the improvement of crime analysis for their agencies. There is not yet sufficient documentation, but it appears that most of the law enforcement agencies that participated in this project were already taking steps in this direction.

Summary

NRTA-AARP assessments of 16 law enforcement agencies identified two features which were most prominent in "poor quality" volunteer/worker programs. They are:

1. Lack of accountability.

2. Lack of foresight in planning.

Five features of "high quality" volunteer/worker programs were identified as:

1. Tailoring the volunteer's work to meet the agency's needs and match the volunteer's skills, needs, and interests.

2. Volunter understanding of crime analysis role.

3. A set of well-articulated and highly differentiated roles for volunteers.

4. Information exchange about volunteer programs.

5. Provision of training and development opportunities for volunteers.

Footnotes

1. U.S. Department of Health and Human Services, Office of Human Development Services, Administration on Aging, Facts about Older Americans, 1979, (HHS Publication No. 80-20006, (Washington, D.C.: U.S. Government Printing Office, 1979).

EPILOGUE

Law enforcement agencies that have implemented older volunteer/worker programs in crime analysis have demonstrated that the myths about these programs are really myths. The practices and fundamental principles utilized by non-law enforcement organizations in operating volunteer programs can also be successful in a law enforcement setting -- with a few additional safeguards.

Crime analysis staffs who were involved in the program implementation process have undergone some significant changes. Before beginning the program, they had expressed some doubts and apprehensions about bringing older persons into their units. They were concerned about a variety of issues -- unit credibility, legal liability, confidentiality, competency, etc. As programs were developed and older persons began work, some different reactions took place. NRTA-AARP staff observed in their program monitoring and on-site assessments that crime analysis staff derived intrinsic rewards from managing a volunteer/worker program. A sincere bond of respect and admiration had developed between staff and program participants.

Older volunteer/worker programs contributed toward improving the use of the crime analyst's time and the crime analysis function. Analysts derived additional job satisfaction from training and supervising older persons and were able to develop more sophisticated crime analysis products for use by their departments. In some cases, additional manpower support enabled units to extend operating hours and offer more flexible working hours.

Preceding page blank

Overall, top administrators were supportive and committed to the programs. From the management point of view, the volunteer/worker program and and all it represents is a better utilization of human resources. It benefits the crime analysis unit, the department, the program participants, and the community.

This program is very significant for the future development of crime analysis. The present state of the art in crime analysis operations throughout the country identifies one central problem (for whatever reasons) -- that the average crime analyst spends only 15 to 20 percent of his time doing crime analysis.

In addition to older volunteer/worker programs, there are some other options to free analysts to spend more time analyzing crime and increase the proficiency of a crime analysis operation. These options, such as hiring more personnel and developing data processing capabilities, are often expensive. As more law enforcement agencies are faced with shrinking resources and budget cutbacks, these options are not feasible.

For law enforcement agencies without a formalized crime analysis function, older volunteers and workers offers an opportunity to initiate crime analysis.

To assist agencies in adopting or strengthening older volunteer/worker programs, there will be a need for more evaluation to document the changes, impacts, cost-benefits, etc., as these programs mature.

In the future, these programs are likely to show the following trends:

1. Many law enforcement agencies will initiate older volunteer/worker programs to support and develop crime analysis capabilities.

2. Older volunteers and workers will perform more complex analytical tasks. They will also take on more responsible positions.

3. Volunteer programs in crime analysis will not necessarily be affected by some of the pressures felt in other volunteer programs. For example, crime analysis support roles do not require that volunteers provide demanding time commitments or absorb extensive personal transportation costs.

4. Crime analysis units will stretch their budgets and resources through the utilization of older volunteers and workers.

5. Crime analysis operations will improve. Older persons in crime analysis support roles will enable crime analysis units to provide more timely, accurate information. Units will also generate new or revised products and spend more time working with department personnel.

The future of older volunteer/worker programs will be the responsibility of law enforcement decision-makers throughout the country as they develop and strengthen their crime analysis capabilities.