

103<sup>D</sup> CONGRESS  
1<sup>ST</sup> SESSION

# S. 451

To establish research, development, and dissemination programs to assist in collaborative efforts to prevent crime against senior citizens, and for other purposes.

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## IN THE SENATE OF THE UNITED STATES

FEBRUARY 25 (legislative day, JANUARY 5), 1993

Mr. JOHNSTON (for himself, Mr. LOTT, and Mr. SHELBY) introduced the following bill; which was read twice and referred to the Committee on the Judiciary

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## A BILL

To establish research, development, and dissemination programs to assist in collaborative efforts to prevent crime against senior citizens, and for other purposes.

1        *Be it enacted by the Senate and House of Representa-*  
2        *tives of the United States of America in Congress assembled,*

3        **SECTION 1. SHORT TITLE.**

4        This Act may be cited as the “National Triad Pro-  
5        gram Act”.

6        **SEC. 2. FINDINGS.**

7        The Congress finds that—

8            (1) senior citizens are among the most rapidly  
9        growing segments of our society;

1           (2) currently, senior citizens comprise 15 per-  
2           cent of our society, and predictions are that by the  
3           turn of the century they will constitute 18 percent  
4           of our Nation's population;

5           (3) senior citizens find themselves uniquely situ-  
6           ated in our society, environmentally and physically;

7           (4) many senior citizens are experiencing in-  
8           creased social isolation due to fragmented and dis-  
9           tant familial relations, scattered associations, limited  
10          access to transportation, and other insulating fac-  
11          tors;

12          (5) physical conditions such as hearing loss,  
13          poor eyesight, lessened agility, and chronic and de-  
14          bilitating illnesses often contribute to an older per-  
15          son's susceptibility to criminal victimization;

16          (6) senior citizens are too frequently the victims  
17          of abuse and neglect, violent crime, property crime,  
18          consumer fraud, medical quackery, and confidence  
19          games;

20          (7) studies have found that senior citizens that  
21          are victims of violent crime are more likely to be in-  
22          jured and require medical attention than are young-  
23          er victims;

24          (8) victimization data on crimes against senior  
25          citizens are incomplete and out of date, and data

1 sources are partial, scattered, and not easily ob-  
2 tained;

3 (9) although a few studies have attempted to  
4 define and estimate the extent of abuse and neglect  
5 of senior citizens, both in their homes and in institu-  
6 tional settings, many experts believe that this crime  
7 is substantially underreported and undetected;

8 (10) similarly, while some evidence suggests  
9 that senior citizens may be targeted in a range of  
10 fraudulent schemes, neither the Uniform Crime Re-  
11 port nor the National Crime Survey collects data on  
12 individual- or household-level fraud;

13 (11) many law enforcement agencies do not  
14 have model practices for responding to the criminal  
15 abuse of senior citizens;

16 (12) law enforcement officers and social service  
17 providers come from different disciplines and fre-  
18 quently bring different perspectives to the problem  
19 of crimes against senior citizens;

20 (13) those differences, in turn, can contribute  
21 to inconsistent approaches to the problem and in-  
22 hibit a genuinely effective response;

23 (14) there are, however, a few efforts currently  
24 under way that seek to forge partnerships to coordi-

1 nate criminal justice and social service approaches to  
2 victimization of senior citizens;

3 (15) the Triad program, sponsored by the Na-  
4 tional Sheriffs' Association (NSA), the International  
5 Association of Chiefs of Police (IACP), and the  
6 American Association of Retired Persons (AARP), is  
7 one such effort; and

8 (16) recognizing that senior citizens have the  
9 same fundamental desire as other members of our  
10 society to live freely, without fear or restriction due  
11 to the criminal element, the Federal Government  
12 should seek to expand efforts to reduce crime  
13 against this growing and uniquely vulnerable seg-  
14 ment of our population.

15 **SEC. 3. PURPOSES.**

16 The purposes of this Act are—

17 (1) to support a coordinated effort among law  
18 enforcement and social service agencies to stem the  
19 tide of violence against senior citizens and support  
20 media and nonmedia strategies aimed at increasing  
21 both public understanding of the problem and the  
22 senior citizens' skills in preventing crime against  
23 themselves and their property; and

24 (2) to address the problem of crime against  
25 senior citizens in a systematic and effective manner

1 by promoting and expanding collaborative crime pre-  
2 vention programs, such as the Triad model, that as-  
3 sist law enforcement agencies and senior citizens in  
4 implementing specific strategies for crime preven-  
5 tion, victim assistance, citizen involvement, and  
6 public education.

7 **SEC. 4. NATIONAL ASSESSMENT AND DISSEMINATION.**

8 (a) IN GENERAL.—The Director of the National In-  
9 stitute of Justice shall conduct a qualitative and quan-  
10 titative national assessment of—

11 (1) the nature and extent of crimes committed  
12 against senior citizens and the effect of such crimes  
13 on the victims;

14 (2) the numbers, extent, and impact of violent  
15 crimes and nonviolent crimes (such as frauds and  
16 “scams”) against senior citizens and the extent of  
17 unreported crime;

18 (3) the collaborative needs of law enforcement,  
19 health, and social service organizations, focusing on  
20 prevention of crimes against senior citizens, to iden-  
21 tify, investigate, and provide assistance to victims of  
22 those crimes; and

23 (4) the development and growth of strategies to  
24 respond effectively to the matters described in para-  
25 graphs (1), (2), and (3).

1 (b) MATTERS TO BE ADDRESSED.—The national as-  
2 sessment made pursuant to subsection (a) shall address—

3 (1) the analysis and synthesis of data from a  
4 broad range of sources in order to develop accurate  
5 information on the nature and extent of crimes  
6 against senior citizens, including identifying and  
7 conducting such survey and other data collection ef-  
8 forts as are needed and designing a strategy to keep  
9 such information current over time;

10 (2) institutional and community responses to el-  
11 derly victims of crime, focusing on the problems as-  
12 sociated with fear of victimization, abuse of senior  
13 citizens, and hard-to-reach senior citizens who are in  
14 poor health, are living alone or without family near-  
15 by, or living in high crime areas;

16 (3) special services and responses required by  
17 elderly victims;

18 (4) whether the experience of senior citizens  
19 with some service organizations differs markedly  
20 from that of younger populations;

21 (5) the kinds of programs that have proven use-  
22 ful in reducing victimization of senior citizens  
23 through crime prevention activities and programs;

24 (6) the kinds of programs that contribute to  
25 successful coordination among public sector agencies

1 and community organizations in reducing victimiza-  
2 tion of senior citizens; and

3 (7) the research agenda needed to develop a  
4 comprehensive understanding of the problems of  
5 crimes against senior citizens, including the changes  
6 that can be anticipated in the crimes themselves and  
7 appropriate responses as the society increasingly  
8 ages.

9 (c) AVOIDANCE OF DUPLICATION.—In conducting  
10 the assessment under subsection (a), the Director of the  
11 National Institute of Justice shall draw upon the findings  
12 of existing studies and avoid duplication of efforts that  
13 have previously been made.

14 (d) DISSEMINATION.—Based on the results of the na-  
15 tional assessment and analysis of successful or promising  
16 strategies in dealing with the problems described in sub-  
17 section (b) and other problems, including coalition efforts  
18 such as the Triad programs described in sections 2 and  
19 3, the Director of the National Institute of Justice shall  
20 disseminate the results through reports, publications,  
21 clearinghouse services, public service announcements, and  
22 programs of evaluation, demonstration, training, and tech-  
23 nical assistance.

1 **SEC. 5. PILOT PROGRAMS.**

2 (a) AWARDS.—The Director of the Bureau of Justice  
3 Assistance shall make grants to coalitions of local law en-  
4 forcement agencies and senior citizens to assist in the de-  
5 velopment of programs and execute field tests of particu-  
6 larly promising strategies for crime prevention services  
7 and related services based on the concepts of the Triad  
8 model, which can then be evaluated and serve as the basis  
9 for further demonstration and education programs.

10 (b) TRIAD COOPERATIVE MODEL.—(1) Subject to  
11 paragraph (2), a pilot program funded under this section  
12 shall consist of the Triad cooperative model developed by  
13 the organizations described in section 2(15), which calls  
14 for the participation of the sheriff, at least 1 police chief,  
15 and a representative of at least 1 senior citizens' organiza-  
16 tion within a county and may include participation by gen-  
17 eral service coalitions of law enforcement, victim service,  
18 and senior citizen advocate organizations.

19 (2) If there is not both a sheriff and a police chief  
20 in a county or if the sheriff or a police chief do not partici-  
21 pate, a pilot program funded under this section shall in-  
22 clude in the place of the sheriff or police chief another  
23 key law enforcement official in the county such as a local  
24 prosecutor.

25 (c) APPLICATION.—A coalition or Triad program that  
26 desires to establish a pilot program under this section

1 shall submit to the Director of the Bureau of Justice  
2 Assistance an application that includes—

3 (1) a description of the community and its sen-  
4 ior citizen population;

5 (2) assurances that Federal funds received  
6 under this part shall be used to provide additional  
7 and appropriate education and services to the com-  
8 munity's senior citizens;

9 (3) a description of the extent of involvement of  
10 each organizational component (chief, sheriff (or  
11 other law enforcement official), and senior organiza-  
12 tion representative) and focus of the Triad program;

13 (4) a comprehensive plan including—

14 (A) a description of the crime problems  
15 facing senior citizens and need for expanded  
16 law enforcement and victim assistance services;

17 (B) a description of the types of projects  
18 to be developed or expanded;

19 (C) a plan for an evaluation of the results  
20 of Triad endeavors;

21 (D) a description of the resources (includ-  
22 ing matching funds, in-kind services, and other  
23 resources) available in the community to imple-  
24 ment the Triad development or expansion;

1 (E) a description of the gaps that cannot  
2 be filled with existing resources;

3 (F) an explanation of how the requested  
4 grant will be used to fill those gaps; and

5 (G) a description of the means and meth-  
6 ods the applicant will use to reduce criminal  
7 victimization of older persons; and

8 (5) funding requirements for implementing a  
9 comprehensive plan.

10 (d) DISTRIBUTION OF AWARDS.—The Director of the  
11 Bureau of Justice Assistance shall make awards—

12 (1) to 20 Triad programs in counties with a  
13 population of less than 50,000;

14 (2) to 20 Triad programs in counties with a  
15 population of at least 50,000 but less than 100,000;  
16 and

17 (3) to 10 Triad programs in counties with a  
18 population of 100,000 or more.

19 (e) POST-GRANT PERIOD REPORT.—A grant recipi-  
20 ent under this section shall, not later than 6 months after  
21 the conclusion of the grant period, submit to the Director  
22 of the Bureau of Justice Assistance a report that—

23 (1) describes the composition of organizations  
24 that participated in the pilot program;

1           (2) identifies problem areas encountered during  
2 the course of the pilot program;

3           (3) provides data comparing the types and fre-  
4 quency of criminal activity before and after the  
5 grant period and the effect of such criminal activity  
6 on senior citizens in the community; and

7           (4) describes the grant recipient's plans and  
8 goals for continuance of the Triad program after the  
9 grant period.

10 **SEC. 6. TRAINING ASSISTANCE, EVALUATION, AND DISSEMI-**  
11 **NATION AWARDS.**

12       In conjunction with the national assessment under  
13 section 4—

14           (1) the Director of the Bureau of Justice As-  
15 sistance shall make awards to organizations with  
16 demonstrated ability to provide training and tech-  
17 nical assistance in establishing crime prevention pro-  
18 grams based on the Triad model, for purposes of  
19 aiding in the establishment and expansion of pilot  
20 programs under this section; and

21           (2) the Director of the National Institute of  
22 Justice shall make awards to research organizations,  
23 for the purposes of—

24                   (A) evaluating the effectiveness of selected  
25 pilot programs; and

1 (B) conducting the research and develop-  
2 ment identified through the national assessment  
3 as being critical; and

4 (3) the Director of the Bureau of Justice As-  
5 sistance shall make awards to public service adver-  
6 tising coalitions, for the purposes of mounting a pro-  
7 gram of public service advertisements to increase  
8 public awareness and understanding of the issues  
9 surrounding crimes against senior citizens and pro-  
10 moting ideas or programs to prevent them.

11 **SEC. 7. REPORT.**

12 The Director of the Bureau of Justice Assistance and  
13 the Director of the National Institute of Justice shall sub-  
14 mit to Congress an annual report (which may be included  
15 with the report submitted under section 102(b) of title I  
16 of the Omnibus Crime Control and Safe Streets Act of  
17 1968 (42 U.S.C. 3712(b)) describing the results of the  
18 pilot programs conducted under section 5.

19 **SEC. 8. AUTHORIZATION OF APPROPRIATIONS.**

20 There are authorized to be appropriated—

21 (1) \$2,000,000 to the Bureau of Justice Assist-  
22 ance for the purpose of making Triad pilot program  
23 awards in that amount under section 5;

24 (2) \$1,000,000 to the Bureau of Justice Assist-  
25 ance for the purpose of funding the national training

1 and technical assistance effort under sections 4 and  
2 6;

3 (3) \$1,000,000 to the Bureau of Justice Assist-  
4 ance for the purpose of developing public service an-  
5 nouncements under sections 4 and 6;

6 (4) \$2,000,000 to the National Institute of Jus-  
7 tice for the purposes of conducting the national as-  
8 sessment, evaluation pilot programs, and carrying  
9 out the research agenda under sections 4 and 6; and

10 (5) to the extent that funds are not otherwise  
11 available for the purpose, such sums as are nec-  
12 essary to pay the administrative costs of carrying  
13 out this Act.

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