



Rising to the Challenge

A New Era in Victim Services

2011 OVC REPORT TO THE NATION • FISCAL YEARS 2009-2010

Contents

Message From the Director	iii
Executive Summary: The Challenge of a New Era	v
Chapter 1: Crime Victims Fund	1
History and Organization of the Fund	2
How the Fund Supports Victim Services	5
VOCA State Victim Compensation	8
VOCA State Victim Assistance	13
Support for Tribal Programs	22
Support for Victims of Terrorism and Mass Violence	26
VOCA, the Law, and Justice for All	31
Chapter 2: Enduring Challenges in Victim Services	38
Domestic Violence	39
Sexual Assault	42
Children Exposed to Violence	48
Victims of Elder Abuse	51
Victims with Disabilities	53
Families of Homicide Victims	55



Chapter 3: Emerging Challenges in Victim Services	58
Human Trafficking	59
Identity Theft and Financial Fraud	63
Serving LGBTQ Victims of Crime	66
Chapter 4: Public Awareness, Education, and Outreach	69
Increasing Awareness of Victims' Rights and Services	70
Building Leaders and the Profession	74
Information Resources.....	77
End Note: Rising to the Challenge, One Victim at a Time	80
Appendices	82

Message From the Director

Every year, the Office for Victims of Crime supports more than 4 million crime victims as they begin to reclaim their lives after victimization.

The cornerstone for this support is the Crime Victims Fund, whose resources OVC channels into thousands of programs annually to help these victims begin to heal. The Fund's revenues comprise fines, bond forfeitures, and penalties from convicted federal offenders—not taxes—so that those who commit crimes are responsible, in some measure, for assisting those harmed by crime.

Since the establishment of the Fund and OVC in the 1980s, the concept of justice for victims has become woven into our criminal justice system and is reaffirmed every day in our communities. Yet the victim service field remains



challenged to reach all victims in urgent need of assistance—a mission compounded by the technology, globalization, and demographics that are creating sweeping changes throughout society.

In response, OVC has engaged the field in a strategic initiative, Vision 21: Transforming Victim Services, the first comprehensive assessment of the crime victims field in nearly 15 years. Vision 21 will culminate in a final report that will help us chart a course of action for the future. I anticipate that the Vision 21 report will tell us, as a field, where we are, where we need to go, and how to get there. With this information, OVC and the field will be better equipped to ensure that all victims of crime receive the access to justice that is their right, and the skilled, compassionate care that they deserve.

This report summarizes OVC's programs and services in 2009 and 2010, and their impact on victims, survivors, and communities. Included are inspiring stories of triumph over tragedy, of a return to productive lives—one victim at a time—that exemplify our mission.

EXECUTIVE SUMMARY

The Challenge of a New Era

The mission of the Office for Victims of Crime is to enhance the Nation's capacity to assist crime victims and to provide leadership in changing attitudes, policies, and practices in ways that will promote justice and healing for all victims.

The first 10 years of the 21st century ushered in a new era for victims of crime and the professionals who are committed to supporting them as they reclaim their lives. The concept of justice for crime victims, which began as a grassroots call to action, has matured over the past three decades into a respected professional field. Today, justice for victims is integrated into the criminal justice system and practiced every day in communities throughout the country. Yet the victim services field is being challenged anew by a steadily increasing need for services and a transformative social landscape, requiring innovative strategies, practices, and partnerships to provide highly professional, victim-centered services.

In fiscal years (FY) 2009 and 2010, deposits into the Crime Victims Fund (the Fund) totaled \$1.7 billion and \$2.4 billion, respectively. The Fund is unique in that it primarily comprises fines, bond



forfeitures, and penalties from convicted federal offenders, rather than taxpayer dollars. As the congressionally mandated administrator of the Fund¹, the Office for Victims of Crime (OVC) strives to maintain the highest principles of sound stewardship, managing the Fund in a fair, accessible, and transparent manner. In FYs 2009 and 2010, OVC continued efforts to improve the operation of the Fund by instituting quarterly meetings with the state administrators who oversee the main funding streams to strengthen communication and resolve issues that might arise.

In this reporting period, some \$1.2 billion from the Fund was used to support victim compensation and assistance to more than 7 million victims of crime. Although these statistics are gratifying, both research and anecdotes from the field indicate that many more victims of crime remain underserved or unserved, without the help they need to rebuild their lives. Victims of domestic violence, for example, are the beneficiaries of almost half

the Victims of Crime Act (VOCA) funds allocated for direct assistance to victims; yet thousands of women and children must be turned away daily from shelters that have reached the limit of their resources. Add the country's burgeoning population and underreporting of crime, and the urgent need to build the field's capacity to provide services speaks for itself.

A critical aspect of OVC's strategy to build capacity with limited financial resources is a reliance on research to inform planning and prioritize programs. In 2009 and 2010, OVC supported demonstration projects, promising practices, training, and other activities with the common goal of producing evidence-based, culturally competent, victim-centered programs and services to help practitioners strengthen their response to victims of crime. Some programs also reflect a renewed resolve to meet enduring challenges that have become increasingly complex, such as the victimization of children.

In 2010, OVC funded community-based programs under the banner of the Attorney General's Defending Childhood Initiative, which was informed by a national study that documented the extent and impact of violence on children. Further research indicates the need to address the poly-victimization of children, requiring a multidisciplinary, holistic approach to assistance. With many social ills believed to be rooted in early victimization, these programs can contribute not only to the well-being of young lives, but American society as well.

Bridging the gap between research and the real world is fundamental to applying financial resources appropriately to serve the most victims in the most effective way. In 2009 and 2010, OVC supported programs to reach underserved or unserved victims of enduring crimes, including historically underserved populations that remain outside mainstream assistance. For example, tribal communities suffer twice the crime rate of the general population, so OVC established a

¹ The Victims of Crime Act of 1984 (VOCA) established the Crime Victims Fund to provide compensation and assistance to victims of crime. Nearly 90 percent of allocations are made as formula grants to states and territories to support programs and direct services for victims. VOCA was amended in 1988 to establish OVC as the administrator of the Fund. See the [next chapter](#) for detailed information.

national initiative to develop high-quality, evidence-based, culturally relevant services for tribal victims of sexual assault. The outcome—a multidisciplinary model program—will be made available to tribal communities nationwide.

Collaborative, multidisciplinary partnerships are essential to OVC's strategic planning to build the field's expertise and leverage existing resources. Although OVC has partnered with other federal agencies, nonprofit organizations, and grassroots groups for years, the crime victims field needs to be more structured to provide equitable, seamless, holistic services to victims in the immediate aftermath of the crime and over their lifetimes, as needed. Developing this more structured approach will demand creative, nontraditional alliances in which specialized knowledge of certain types of victimization, such as intimate partner violence in the lesbian, gay, bisexual, transgender, and queer/questioning (LGBTQ) community, is shared and integrated with proven practices to reach more victims existing outside the mainstream.

New collaborations are becoming increasingly common as OVC addresses the changing landscape of society and its new opportunities for

victimization, sometimes on a massive scale. A decade after September 11, 2001, the response of the victims' field and the justice system continues to evolve. Tremendous advances in technology, as with the rise of terrorism, have reshaped the social landscape. Technology, however, is a two-edged sword; although advances provide a breeding ground for criminal activities, they also provide an unprecedented opportunity to reach out to victims. In 2009 and 2010, for example, OVC supported a national "online hotline" that young adults can use to report sexual assault and seek professional advice via instant text messaging, around the clock.

Further, the collective face of America is changing, and more culturally relevant services are essential to meeting the challenge of providing assistance with skill and sensitivity. The influx of immigrants and refugees has resulted in a new cultural, ethnic, and linguistic diversity that is significantly affecting the efficient delivery of services. OVC is helping the field reach out to these new Americans. In fact, when the U.S. Census Bureau announced that Latinos accounted for one in



six members of the population in 2010, OVC was already working with a small, community-based group to launch an online toolkit to help service providers offer more accessible services to Latina victims of sexual assault.

Much remains to be done, however, and not only on behalf of those victimized by new types of crime. OVC is mindful of long-standing, persistent issues for which skillful planning and programs are urgently needed. Young African American men are

being victimized in urban areas at an astounding rate, particularly by gun violence. Sexual assault in detention facilities is common. Responding to the scourge of human trafficking and addressing the needs of victims of identity theft and financial fraud—which can lure hundreds of victims from multiple countries through a single Internet scam—also demand innovative approaches and partnerships.

In response to these challenges, OVC has engaged the field in a strategic initiative. **Vision 21: Transforming Victim Services** is the first such

planning effort in nearly 15 years. In 2012, the Vision 21 initiative will produce a final report of recommendations and a proposed blueprint for cutting-edge demonstration projects to implement the recommendations.

OVC's strategic review of current programs and practices will include the critical issue of institutionalizing programs and services to meet the increasing needs of victims. The Fund has been the financial bedrock of victim services since 1984, but it cannot provide for all victims of crime, particularly in light of the ever-increasing need for services.

Every day, resourceful service professionals throughout the United States are challenged by the extent of the need for skilled assistance and appropriate services. This report provides dozens of examples of their success in designing effective responses to many populations—young people coerced into sex trafficking, Americans victimized abroad, families shattered by domestic violence, and many others. OVC's fundamental challenge is to strengthen the network that supports victims of crime so that, ultimately, no one fails to receive the support he or she needs to survive and, eventually, thrive after becoming a victim of crime.

CHAPTER 1

Crime Victims Fund

The Crime Victims Fund (the Fund) was established by the Victims of Crime Act (VOCA) of 1984. Comprising criminal fines and penalties collected from convicted offenders, the Fund is uniquely suited to the support of services and assistance for crime victims. In FYs 2009 and 2010, \$4.1 billion was collected and deposited into the Fund.

- History and Organization of the Fund
- How the Fund Supports Victim Services
- VOCA State Victim Compensation
- VOCA State Victim Assistance
- Support for Tribal Programs
- Support for Victims of Terrorism and Mass Violence
- VOCA, the Law, and Justice for All



25 Years of Rebuilding Lives: Celebrating the Victims of Crime Act



HISTORY AND ORGANIZATION OF THE FUND

The Office for Victims of Crime (OVC) is charged by Congress with administering the Fund, a major source of funding for victim services throughout the Nation. The Fund supports thousands of programs annually that represent millions of dollars invested in victim compensation and assistance in every U.S. state and territory, as well as training and demonstration projects designed to enhance the skills of victim service providers and allied professionals. Although services vary by location and need, the common element is effective support to those who have suffered physical, emotional, and financial harm as the result of a crime.

The Fund primarily comprises fines, special assessments, and bond forfeitures from convicted federal offenders, making it a self-sufficient source of support that does not rely on American tax dollars. Through the Fund, individuals who cause suffering to others contribute to alleviating the pain of crime victims and help them to rebuild their lives.

Primary Sources of Revenue

Federal revenues deposited into the Fund come from the following sources:

- Criminal fines, with exceptions for funds related to certain environmental, railroad, unemployment insurance, and postal service violations.
- Forfeited appearance bonds.
- Special forfeitures of collateral profits from crime.
- Special assessments that range from \$25 for individuals convicted of misdemeanors to \$400 for corporations convicted of felonies.
- Gifts, donations, and bequests by private parties, as provided by the USA PATRIOT Act. The Act, which was passed in 2001 and went into effect in 2002, provides authority for the deposit of gifts, bequests, or donations from private entities into the Fund. It also authorizes the transfer of emergency supplemental funding into the Emergency Reserve to assist victims of the September 11, 2001, terrorist attacks.

RECORD-BREAKING DEPOSITS TO THE FUND

FY 2010 was a record-breaking year, with \$2.4 billion deposited into the Fund. The previous year saw total deposits of \$1.7 billion. Of additional note are deposits from the previous reporting period: a total of \$1.9 billion was deposited into the Fund in FYs 2007 and 2008 (\$1 billion and \$896 million, respectively). With major fines and penalties continuing to be levied, particularly against corporate violators of federal law, the Fund's deposit totals are expected to remain high for some time.

According to a 2005 study, 98 percent of annual deposits into the Fund come from criminal fines. One percent or less is derived from each of the

other sources, with the exception of special forfeitures of collateral profits; at the time of this study, no funds were known to have been deposited from this source.¹

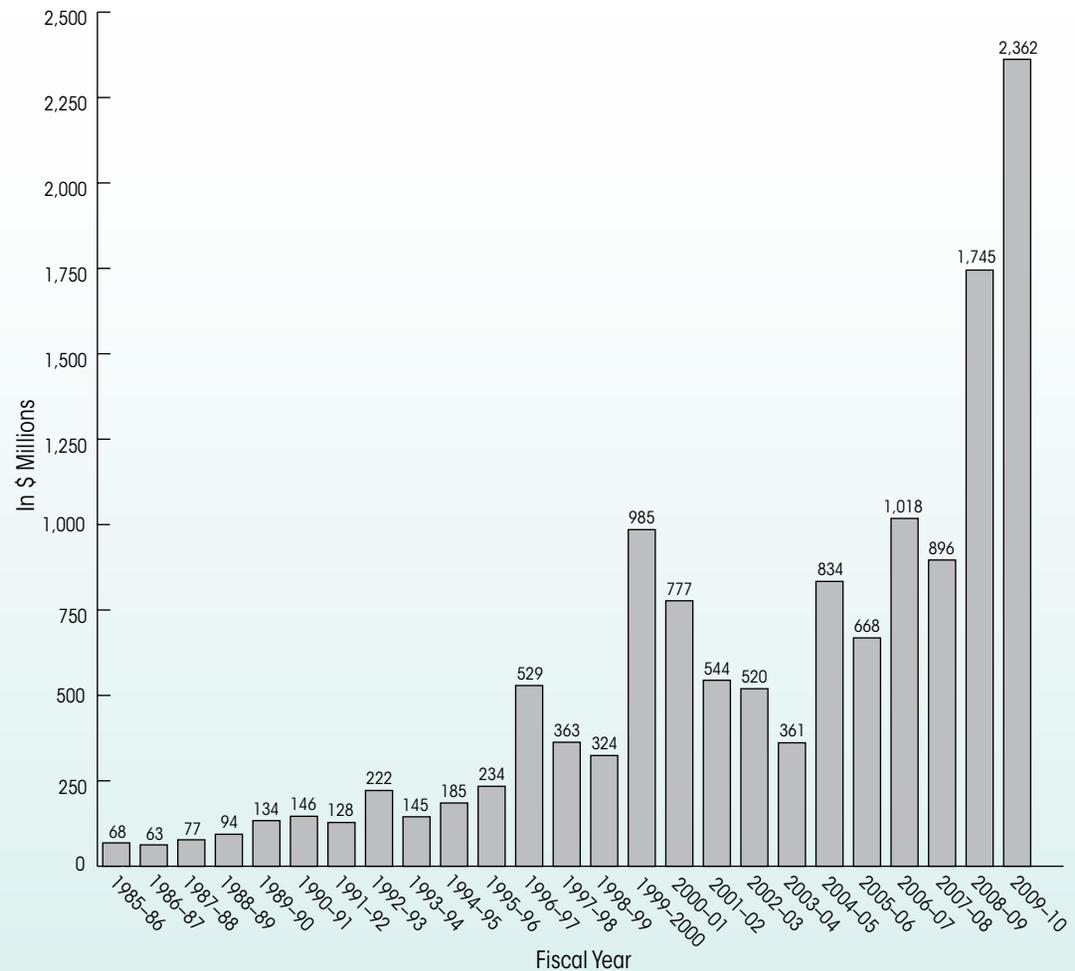
Annual Cap Affects Amount of Available Funds

When the Fund was established in 1984, a cap was placed on how much could be deposited into it for the first 8 years. During that time, the annual cap varied from \$100 million to \$150 million. The lifting of the cap in 1993 allowed for the deposit of all criminal fines, special assessments, and forfeited bail bonds to support crime victim program activities. Thus, for the first 15 years of the Fund's existence, the total deposits for each fiscal year were distributed the following year to support services to crime victims.

In 2000, in response to large fluctuations in deposits, Congress began placing an annual cap on the funds available for distribution. These caps

¹ Steve Derene, 2005, *Crime Victims Fund Report: Past, Present, and Future*, Madison, WI: National Association of VOCA Assistance Administrators, 5.

EXHIBIT 1. ANNUAL DEPOSITS TO THE FUND



Source: Compiled from Office of Justice Programs data.

were intended to maintain the Fund as a stable source of support for future services. From 2000 to 2008, the annual cap amount varied from \$500 million to \$625 million. The caps for FYs 2009 and 2010 were set at \$635 million and \$705 million, respectively.

In 2009, Senators Patrick Leahy (D-Vermont) and Mike Crapo (R-Indiana) introduced the Crime Victims Fund Preservation Act legislation, which was intended to maximize the number of crime victims served while maintaining the long-term stability of the Fund. Representatives Ted Poe (R-Texas) and Jim Costa (D-California) introduced a companion bill in the House, H.R. 3402. The legislation proposed that, after FY 2010, the cap would be increased by 23 percent for each of the next 4 years. By FY 2014, the cap would be \$1.6 billion, an amount likely to triple total state VOCA victim assistance grants.

EXHIBIT 2. CRIME VICTIMS FUND CASH FLOW, FYS 2009 AND 2010 (IN \$ MILLIONS)

Income	FY 09	FY 10
Deposits	\$1,745	\$2,362
Crime Victims Fund Balance	3,350	4,957
Cap on Fund Obligations	635	705
Allocation Amounts		
Children's Justice Act	20.0	20.0
U.S. Attorneys' victim/witness coordinators	21.4	23.3
FBI victim assistance specialists	14.1	14.6
Victim notification system	5.0	5.3
OVC discretionary grants	28.7	32.1
State victim compensation grants	181.0	198.0
State victim assistance grants	363.0	412.0
Antiterrorism Emergency Reserve*	50	50
Total Amount Available for Obligation	685	755

*In FYs 2009 and 2010, the amount in the Fund for the Antiterrorism Emergency Reserve was \$50 million. OVC obligated a total of \$1.8 million in FY 2009 and \$4.3 million in FY 2010 from the Reserve.

HOW THE FUND SUPPORTS VICTIM SERVICES

OVC administers two VOCA formula grant programs that support crime victim compensation and assistance, the mainstays of support for victims throughout the Nation. These programs account for approximately 87 percent of all VOCA funds annually released to states and territories. VOCA funding also supports victim-witness coordinators in U.S. Attorneys' Offices, victim specialists with the Federal Bureau of Investigation (FBI), the federal Victim Notification System, and formula grants to states through the U.S. Department of Health and Human Services (HHS), as mandated by the **Children's Justice Act**. Further, discretionary grants are made in various program areas to meet emerging needs and fill gaps in existing services.

State victim compensation program formula grants supplement state funds for reimbursing victims of violent crimes for out-of-pocket expenses that result from the crime. Under VOCA, each state compensation program receives an annual grant equal to 60 percent of what the program spends in state money annually. This calculation is based on the state dollar payout for the federal fiscal year 2 years prior to the year of the federal grant. Although each state administers its program independently, most programs have similar eligibility requirements and offer comparable benefits.

State victim assistance program formula grants support providers who supply services directly to victims. The 50 states, the District of Columbia, the U.S. Virgin Islands, and Puerto Rico each receive an annual VOCA victim assistance grant with a base amount of \$500,000; the Northern Mariana Islands, Guam, and American Samoa each receive a

grant with a base amount of \$200,000. Additional funds are distributed to states and territories based on population.

In each state and territory, VOCA assistance funds are generally competitively awarded to local community-based organizations that provide direct services to victims. No more than 5 percent of each year's state formula grant may be used for administration; the rest must be used to provide services directly to crime victims.

OVC discretionary grants are used to support two types of activities: national-scope demonstration projects, training, and technical assistance to enhance the professional expertise of victim service providers and allied professionals, and programs to establish, enhance, and expand services for federal crime victims such as American Indians and Alaska Natives (AI/AN).

Victim-witness coordinators in U.S. Attorneys' Offices assist victims of federal crimes and inform them of a variety of issues, including restitution orders and their right to make oral and written victim impact statements at an offender's sentencing, in accordance with the *Attorney General Guidelines for Victim and Witness Assistance*.



FBI victim specialists keep victims of federal crimes informed of case developments and proceedings and direct them to appropriate resources.

The Victim Notification System provides a means for notifying victims of federal crimes about the release or detention status of offenders, the filing of charges against suspects, court proceedings, sentences, and restitution.

Children's Justice Act (CJA) funding supports an array of programs, training, and technical assistance for the prevention and treatment of child abuse and neglect throughout the Nation. While HHS channels its CJA funding through grants to states in broad support of this mandate, OVC uses CJA funding to focus on helping AI/AN communities improve their ability to investigate and prosecute child abuse and neglect cases, particularly the most severe instances.

In addition, the VOCA statute allows amounts retained in the Fund after awarding grants to the

RECOVERY ACT FUNDING AUGMENTS VOCA ALLOCATIONS

The 2009 [American Reinvestment and Recovery Act](#) made funds available to augment the long-standing VOCA formula and discretionary grant programs, expanding the ability of organizations and agencies to serve crime victims in their communities. A summary of allocations of [Recovery Act moneys](#) follows the VOCA compensation and assistance chapters; specific examples of programs and services made possible by this funding source are described throughout this report.

above program areas to be used to replenish the [Antiterrorism Emergency Reserve](#), which funds emergency expenses and other services for victims of terrorism or mass violence within the United States and abroad.

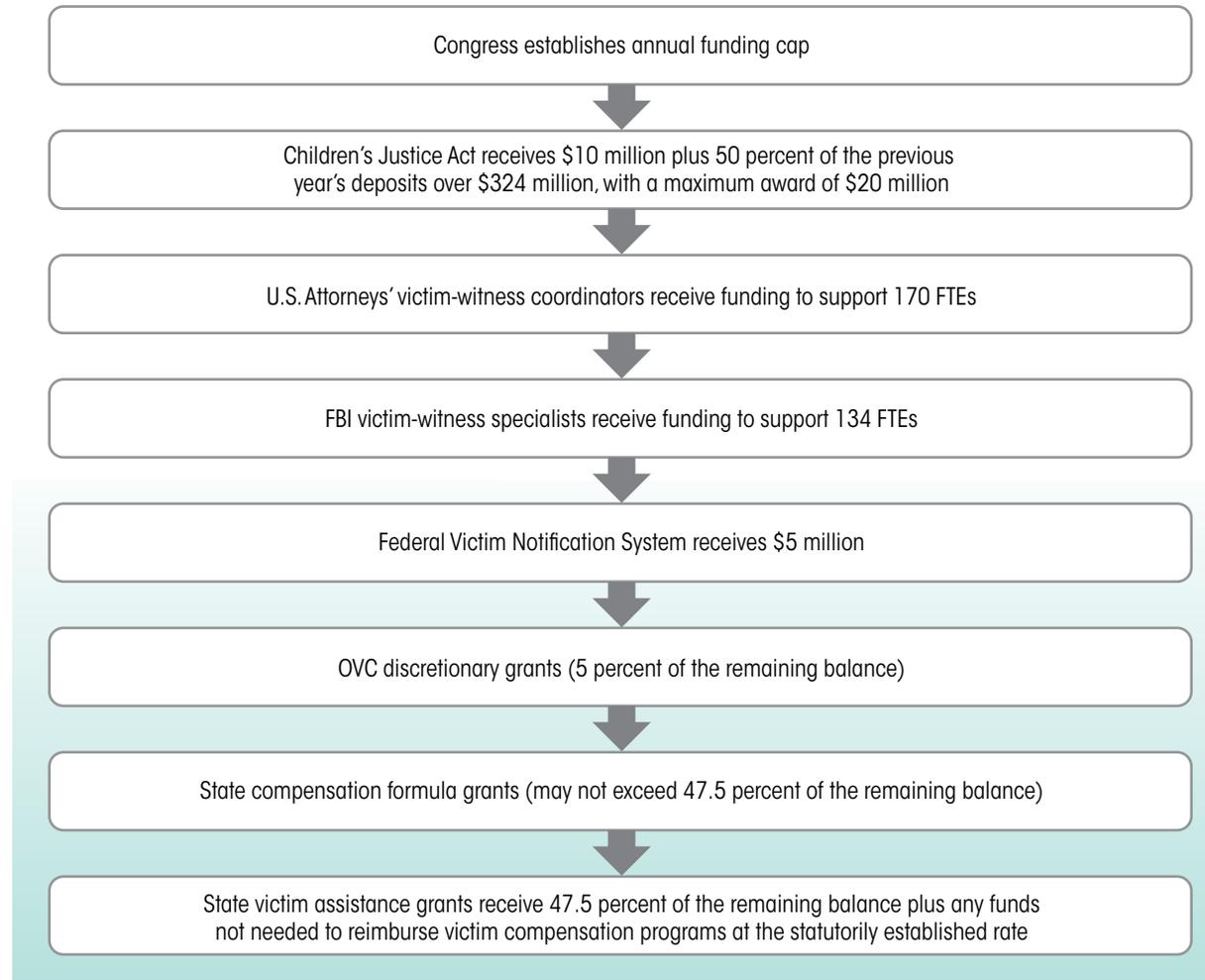
Allocation Process Affects Available Funds

The sequence in which VOCA funds are allocated annually can have a significant impact on the amount of funding available for victim services supported by compensation and assistance formula grants (exhibit 3). Because other program area allocations are calculated first and the amount allocated for compensation grants

is fixed by a formula, an increase in any of these areas reduces the amount that remains available for state assistance and OVC discretionary grants.

The sum of funds available for OVC discretionary grants is computed after all program area allocations are determined (except for the VOCA compensation and assistance formula grants), and may total 5 percent of the remaining balance. Then the VOCA state compensation formula grants are computed, which account for up to 47.5 percent of the remaining funds, after which the state assistance formula grants are computed. These account for 47.5 percent of the remaining balance, plus any funds that are not needed to reimburse the compensation programs.

EXHIBIT 3. CRIME VICTIMS FUND ALLOCATION PROCESS



VOCA STATE VICTIM COMPENSATION

The VOCA compensation formula grant program helps victims cope with financial losses resulting from the crime committed against them. Funds supplement a state's efforts to provide financial assistance and reimbursement to victims for expenses such as medical and dental care in the aftermath of a violent assault.

Funds authorized by VOCA and administered by OVC support crime victim compensation programs in every state, the District of Columbia, Puerto Rico, and the U.S. Virgin Islands. In the FY 2009–10 reporting period, VOCA state compensation payments totaled \$380,006,000. ([Appendix A](#) includes a state-by-state list of fiscal year totals.)

The majority of victims whose crime-related expenses were reimbursed by state programs were victims of assault, homicide, and child abuse (including sexual and physical abuse). Thirty percent of all assault-related claims were paid to victims of domestic violence (exhibit 4). Costs related to medical and dental care composed more than 50 percent of the total expenses reimbursed, followed by funeral and burial costs, and economic and mental health support (exhibit 5).

All state compensation programs are independently administered by each state, but most have

similar eligibility requirements and offer comparable benefits. It is important to note that state compensation programs are payers of last resort, which means that victims are reimbursed for qualified crime-related expenses only when other resources such as private insurance will not cover the loss. Some expenses, including losses resulting from theft, property damage, and property loss, are not covered by most states. The average payout per claim was approximately \$2,800 during the reporting period.

In FYs 2009 and 2010, as the number of claims grew and revenue sources were reduced, state programs continued to face the challenge of finding sufficient funding to reimburse crime victims for expenses related to their victimization. A combined total of \$920,872,902 was paid to victims from federal and state revenues during this reporting period—an increase of \$57,606,091 from total payouts to victims in the previous biennium (exhibit 4).

How VOCA Compensation Works

The VOCA compensation program is a reimbursement program. When a person becomes a victim of a crime, they must file a report with law enforcement to receive reimbursement for eligible services rendered as a result of the crime. Once the services have been provided, either the vendor or the victim submits a claim to the state compensation program, along with any supporting documentation. Upon approval, the claimant is reimbursed for any losses related to the victimization, within limits defined by the state.

VOCA requires that all states offer reimbursement for expenses related to medical and dental care, counseling, funeral and burial expenses, and lost wages. States also have the right to provide reimbursement for other types of crime-related expenses, such as travel, temporary lodging, crime scene cleanup, and dependent care. Each state

has the discretion to determine the maximum reimbursement award available to a victim, based on state guidelines.

According to the performance reports that VOCA requires each state and territory to submit annually, compensation funding is most often used to make compensation available to a larger number of victims and to increase the maximum dollar amount for which victims may be reimbursed. As with VOCA assistance funding, VOCA compensation funding significantly expands the benefits that states are able to offer. In fact, VOCA compensation funding represents some 37 percent of total payments to victims annually.

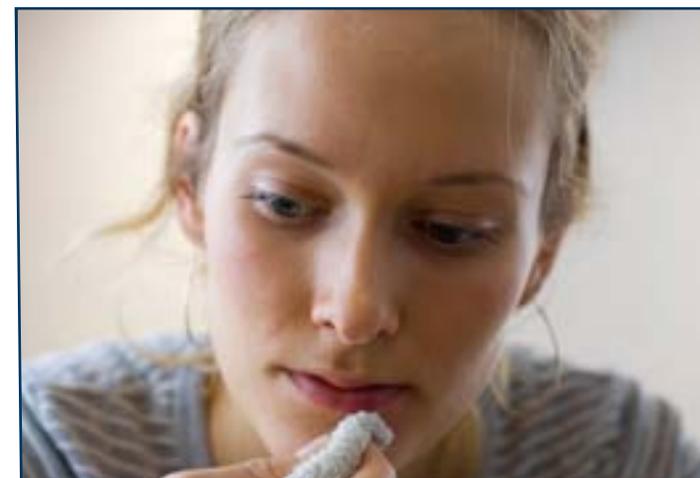
Up to 5 percent of a state's or territory's VOCA award may be designated for administrative and training purposes, which range from basic operational support to creative outreach. Most of the 36 jurisdictions that used administrative funds in FY 2009 did so to pay for personnel to process compensation claims, a rental space to house the compensation program, office supplies, printing and dissemination of public awareness materials, professional training for staff, and other operational

costs. Similar uses were reported for FY 2010. (See also [States Make the Most of Administrative Funds.](#))

Assault-Related Claims Most Common in 2009–10; Domestic Violence Often a Factor

Compensation paid to assault victims accounted for 60 percent of total reimbursements for FYs 2009–10, with medical and dental care the most commonly reimbursed services (exhibit 5). Of the \$554,609,738 paid out to victims of assault, \$521,302,773 was awarded to cover medical and dental expenses—the vast majority of all reimbursements for assault, and more than half of all compensation payments. Economic support, including compensation for lost wages, was the second most common form of reimbursement for all crime victim categories, at \$139,896,077. Funeral and burial expenses were third, at \$98,685,570. These figures are consistent with those of the previous reporting period, in which the same categories received the majority of compensation.

State performance reports specify not only the number of claims paid to each category of crime,



but also how many of them involved the pervasive crime of domestic violence. For example, domestic violence was a factor in 45 percent of claims related to stalking and in 30 percent of assault-related claims. Domestic violence was also related to a noticeable number of kidnapping claims (30 percent) and sexual assault claims (almost 8 percent). In addition, the crime was related to approximately 8 percent of claims paid to survivors of homicide victims and arson. Overall, domestic violence was a factor in nearly 21 percent of all compensation claims paid in the biennium, which

EXHIBIT 4. NUMBER AND AMOUNT OF VICTIM COMPENSATION CLAIMS PAID IN FYS 2009 AND 2010, BY TYPE OF CRIME

Crime Category	Total Number of Paid Claims (FY 09 + FY 10)	Claims Related to Domestic Violence (FY 09 + FY 10)	Total Amount Paid (in \$) (FY 09 + FY 10)
Assault	182,507 (96,260 + 86,247)	69,397 (37,896 + 31,501)	554,609,738 (269,007,804 + 285,601,934)
Homicide	37,037 (20,952 + 16,085)	3,103 (1,678 + 1,425)	141,043,907 (70,966,583 + 70,077,324)
Sexual assault	31,257 (16,904 + 14,353)	2,672 (1,159 + 1,513)	32,741,159 (15,881,389 + 16,859,770)
Child abuse (including physical and sexual abuse)	68,904 (40,354 + 28,550)	—	55,648,028 (26,663,693 + 28,984,335)
DWI/DUI and other vehicular crimes	15,525 (7,990 + 7,535)	—	75,348,444 (38,323,583 + 37,024,861)
Stalking	1,711 (902 + 809)	780 (396 + 384)	2,092,745 (981,732 + 1,111,013)
Robbery	21,856 (10,972 + 10,884)	288 (115 + 173)	44,946,558 (22,033,475 + 22,913,083)
Terrorism	276 (169 + 107)	—	1,324,124 (766,841 + 557,283)
Kidnapping	1,827 (1,026 + 801)	556 (332 + 224)	2,434,313 (1,181,507 + 1,252,806)
Arson	405 (197 + 208)	69 (29 + 40)	981,453 (517,905 + 463,548)
Other	10,371 (7,698 + 2,673)	2,508 (1,598 + 910)	9,702,433 (5,797,333 + 3,905,100)
Total	371,494 (203,424 + 168,070)	79,373 (43,203 + 36,170)	920,872,902

The statistical information presented in the VOCA Compensation and VOCA Assistance sections of this report is based on data from Subgrant Award Reports (“state performance reports”) submitted to OVC through the state VOCA administrators. The statistics reflect data compiled as of May 4, 2010; however, states may update this information for up to 4 years after the end of each fiscal year, so the figures presented here may not be final.

is consistent with statistics discussed in the [VOCA State Victim Assistance](#) section of this report.

States Make the Most of Administrative Funds

The various uses of administrative funds—which can total no more than 5 percent of each state’s formula grant—reflect the specific needs of each state. A number of states use administrative funds to support additional staff where they are most needed, provide training, or expand their Internet presence to communicate more effectively with victims. Massachusetts, for example, funds a victim advocate/outreach coordinator to network with service programs, field training requests, and troubleshoot claims. The Virginia Criminal Injuries

Compensation Fund hosts an online training on its [Web site](#) to explain its system to service professionals, while the New Mexico Crime Victims Reparation Commission holds regular trainings at its offices as well as an annual Advocacy in Action Conference that provides hundreds of professionals with an opportunity to learn more about the program.

States have been steadily working to develop paperless claims management systems, taking advantage of technology to improve service to victims. During FYs 2009 and 2010, at least eight states converted to paperless systems to streamline the application and payment process, enabling victims to be reimbursed for crime-related expenses more efficiently.

Enterprising VOCA administrators may be highly creative and innovative in their use of limited administrative funds to improve service networks, consolidate communications, and develop new programs to better serve clients. Connecticut, Pennsylvania, and Florida are among the states that instituted new programs and products to enhance compensation services during FYs 2009–10.

EXHIBIT 5. STATE COMPENSATION PROGRAM BENEFITS PAID IN FYS 2009 AND 2010, BY TYPE OF EXPENSE

Expense Category	Total Benefits Paid (in \$) (FY 09 + FY 10)	Percentage of Total Benefits Paid
Medical/dental	521,302,773 (255,418,262 + 265,884,511)	53 (53.20)
Economic support	139,896,077 (70,836,735 + 69,059,342)	14 (14.27)
Funeral/burial	98,685,570 (49,122,378 + 49,563,192)	10 (10.07)
Mental health services	93,225,286 (42,982,379 + 50,242,907)	10 (9.51)
Forensic sexual assault exams	68,601,334 (31,533,049 + 37,068,285)	7 (7.00)
Crime scene cleanup	770,394 (349,355 + 421,039)	0 (.007)
Other	57,370,418 (27,858,806 + 29,511,612)	6 (5.85)
Total	979,851,852	100

Connecticut Structures Settlements for Minors

The Connecticut Office of Victim Services (OVS) operates a structured settlement program for minor dependents of homicide victims. If minor children are included in a claim that is eligible for loss of support, a minor trust is established for each child. OVS contracts with a local investment

firm to establish tax-free structured settlements that will earn a guaranteed amount of interest until the child becomes of age. Funds cannot be accessed by any individual during the investment period. When the child reaches adulthood, the firm issues a check for the principal and earned interest. In so doing, the state helps ensure that the survivor receives the maximum compensation.



Pennsylvania's Victim-Centered Web Site

The Pennsylvania Commission on Crime and Delinquency recently unveiled a new **Web site** that it will use to communicate essential information to crime victims about their rights and the services and other resources that will help them navigate the criminal justice system. The site also features information about the effects of crime on victims and their loved ones and how victims—particularly children—deal with grief and trauma. Pennsylvania is one of the few states that accepts online applications for compensation, via this site. The site also instructs users in how to sign up for the state's victim information and notification system.

Florida's Regional Advocates Serve Victims and Providers Alike

The Division of Victim Services in the Florida Attorney General's Office employs 14 regional advocates to provide liaison and training to service professionals. The advocates are active in local victim coalitions and help resolve issues within their jurisdictions. Florida also created an 8-hour tri-annual interactive course to improve the quality of the applications that service providers submit on behalf of claimants. Topics covered include eligibility criteria, specific types of compensable crime, benefits calculations, statutory guidelines, and claims processing.

VOCA STATE VICTIM ASSISTANCE

The VOCA formula grant program administered by OVC supports some 4,000 victim assistance programs throughout the country each year. Funding for these programs—awarded through subgrants to state agencies and local service providers—is the most extensive demonstration of OVC’s mandate to help individuals, families, and communities cope with the initial trauma and long-term effects of victimization.

In FYs 2009 and 2010, more than 7.1 million victims benefited from VOCA-funded assistance (exhibit 8). Approximately 5.1 million victims received information by telephone and referrals for assistance, and 4.4 million victims received advocacy and support through the criminal justice system. Victims of domestic violence, who numbered more than 3.5 million, accounted for half of the 7.1 million victims who received VOCA services during the biennium.

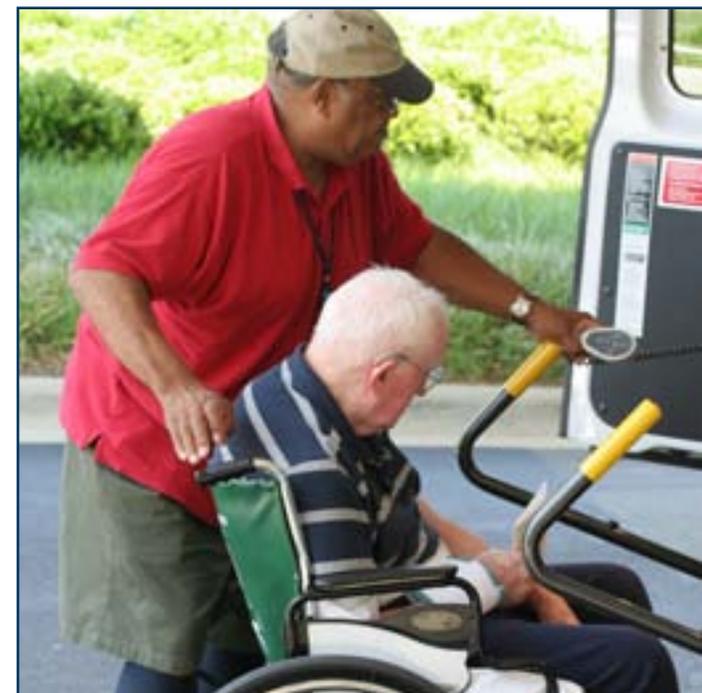
The increase in VOCA state assistance allocations over the years is a dramatic indicator of the overall expansion of programs that serve crime victims. In FY 1986, the first year of the program’s operations, federal VOCA allocations for victim assistance services totaled \$41 million. Over 20 years later, in FY 2010, funding made available for victim assistance had increased tenfold, totaling more than \$412 million.

Direct Assistance to Crime Victims

The direct services supported through VOCA include crisis counseling, telephone and onsite information and referrals, criminal justice support and advocacy, emergency shelter, and psychotherapy. In addition to these services, funds may be used to develop new programs to address emerging needs and gaps in service. In FYs 2009 and 2010, OVC allocated almost \$776 million for victim assistance to—

- **Respond to the emotional and physical needs of victims.** Funds are used in virtually all states for a wide range of services, from operating domestic violence shelters where battered women and children can find refuge and security, to providing mental health services such as crisis counseling and individual or group therapy to help victims cope in the aftermath of their victimization.

- **Help victims and their families stabilize their lives after victimization.** Funds routinely pay for counseling and referral services for family members who are so overwhelmed by a loved one’s victimization they are unable to meet their



regular responsibilities as a spouse, parent, or caretaker.

- **Help victims and victims’ families understand and participate in the criminal justice system.**

Funds help pay the salaries of trained advocates who explain the legal process to victims and accompany them to trials and other legal proceedings. Advocates also help victims prepare impact statements and ensure that their rights are respected throughout the justice process.

- **Provide victims with a measure of safety and security.**

Local agencies use VOCA funds in a variety of responsive, practical ways to support victims, such as replacing or repairing broken locks and windows so they will feel less vulnerable to repeat victimizations.

How Funds Are Distributed To Help Victims

All 50 states, the District of Columbia, and the 6 U.S. territories received VOCA victim assistance

funding in this reporting period. ([Appendix B](#) lists individual state and territory allocations.) Allocations are determined using a \$500,000 base amount (except in the Northern Mariana Islands, Guam, and American Samoa, where the base amount is \$200,000) plus a formula amount tied to the area’s population. States and territories then award subgrants to service providers in the following categories:

- Criminal justice agencies within the government, including law enforcement, prosecution, and corrections agencies, courts, probation offices, and others.
- Noncriminal justice agencies within the government, including social services, hospitals, mental health agencies, public housing agencies, and others.
- Private nonprofit organizations, including rape crisis centers, shelters, mental health organizations, religious organizations, hospitals, and others.
- AI/AN tribes or villages, including on-reservation and off-reservation providers.

Funding for the reporting period supported 31,202,025 specific services to 7,136,031 victims of crime. Many individuals need more than one type of assistance in the aftermath of a crime. For example, a victim who has lost a loved one to homicide may receive crisis counseling, assistance in seeking crime victim compensation benefits to cover crime-related expenses (such as funeral and burial costs), and other types of support to aid in the healing process. In FYs 2009 and 2010, each victim received an average of 4 services (exhibit 6), according to state-provided service statistics.

EXHIBIT 6. VOCA ASSISTANCE PROGRAM NATIONWIDE PERFORMANCE INDICATORS

Annual Performance Indicator	FY 09	FY 10
Agencies funded	4,020	3,730
Subgrants funded	5,111	4,992
Victims served	3,526,736	3,609,421
Specific services to victims	15,666,419	15,535,606
Services per victim	4.0	4.25

During FYs 2009 and 2010, more than 5 million people sought assistance via telephone and information referrals in the aftermath of their victimization—a critical resource for identifying other available sources of assistance (exhibit 7). In addition, 4,408,947 victims who sought assistance benefited from criminal justice support and advocacy services; 3,636,740 received onsite information, referral services, and followup assistance; and 3,186,873 sought and received crisis counseling. These are the same services most frequently delivered in the previous FYs 2007–08 reporting period, which demonstrates the ongoing need for these resources.

The 3,566,311 domestic violence victims served by VOCA-funded assistance programs in FYs 2009 and 2010 account for 50 percent of all victims served by these programs (exhibit 8). In fact, domestic violence has been the most common crime for which victims seek assistance in virtually every reporting period for the past two decades. In recognition of the urgent need for services, the three types of crimes for which assistance is most often sought—[domestic violence](#), [child abuse](#), and [sexual assault](#)—are considered priority

EXHIBIT 7. SERVICES DELIVERED TO VICTIMS BY VOCA ASSISTANCE PROGRAMS IN FYS 2009 AND 2010, BY TYPE OF ASSISTANCE

Type of Assistance	Total Number of Victims Receiving This Service (FY 09 + FY 10)
Telephone information and referral	5,114,347 (2,431,501 + 2,682,846)
Criminal justice support and advocacy	4,408,947 (2,209,916 + 2,199,031)
Onsite information and referral	3,636,740 (1,775,609 + 1,861,131)
Followup	4,703,608 (2,256,254 + 2,447,354)
Crisis counseling	3,186,873 (1,691,180 + 1,495,693)
Personal advocacy	3,226,436 (1,686,080 + 1,540,356)
Help filing compensation claims	1,856,867 (873,525 + 983,342)
Shelter or safe house stay	730,712 (388,217 + 342,495)
Group treatment and support	933,536 (500,555 + 432,981)
Emergency legal advocacy	2,296,137 (1,873,525 + 422,612)
Therapy (mental health services)	540,133 (274,745 + 265,388)
Emergency financial assistance	601,373 (308,734 + 292,639)
Other	1,368,836 (799,208 + 569,628)
Total service delivery	Total = 31,202,025 (15,666,419 + 15,535,606)

EXHIBIT 8. VICTIMS SERVED BY VOCA ASSISTANCE PROGRAMS IN FYS 2009 AND 2010, BY TYPE OF VICTIMIZATION

Type of Victimization	Total Number of Victims Served (FY 09 + FY 10)	Percentage of Total Victims
Domestic violence	3,566,311 (1,797,669 + 1,768,642)	50 (49.97)
Child sexual abuse	750,915 (355,723 + 395,192)	10 (10.10)
Assault	596,853 (303,432 + 293,421)	8 (8.36)
Adult sexual assault	396,096 (189,927 + 206,169)	6 (5.55)
Robbery	298,240 (157,113 + 141,127)	4 (4.18)
Child physical abuse	314,875 (143,052 + 171,823)	4 (4.41)
Survivors of homicide victims	152,214 (72,853 + 79,361)	2 (2.13)
Adults molested as children	115,083 (61,525 + 53,558)	2 (1.61)
DUI/DWI crashes	110,003 (53,779 + 56,224)	2 (1.54)
Elder abuse	67,457 (35,919 + 31,538)	1 (0.95)
Other (e.g., arson, harassment, conspiracy to commit murder)	768,110 (355,744 + 412,366)	11 (10.76)
Total	7,136,157 (3,526,736 + 3,609,421)	100

categories under the formula that states are required by statute to use in allocating VOCA assistance funding to providers.

Funding Focuses on Priority Needs

Each state is required to allocate at least 10 percent of its VOCA assistance funds to serve victims in each of the three priority categories: domestic violence, sexual assault, and child abuse. Another 10 percent must be dedicated to historically underserved victims within the state. States are allowed broad discretion in determining which groups fall into this category, but they typically include family members of homicide victims, adults molested as children, and victims of drunk drivers; elder abuse; robbery; and kidnapping. The remaining 60 percent of funds are allocated in the way a state determines will be most beneficial to victims.

Although OVC maintains minimum allocation requirements for priority areas, the actual needs of victims dictate that states far exceed that minimum. Of the \$448,842,090 in VOCA moneys used to fund victim assistance programs, \$342,742,416

was used to deliver services in priority categories during the FY 2009–10 reporting period (exhibit 9). Thus, state subgrantees used 76 percent of their total VOCA assistance funds to aid victims of domestic violence, sexual assault, and child abuse—more than double the mandated 30 percent.

Priority Program Innovations

VOCA funds support projects in individual communities and regions. The priorities evolve as needs are met, as data from states reveal new trends in victimization, and as more innovative programs are proposed by victim service providers in the field. Among the innovative programs implemented are those focused on improving services to victims of sexual violence and child abuse and providing skilled services to historically underserved victims, such as immigrants and victims with disabilities, including the following:

- **Connecticut:** The neighborhood-based **Coordinating Council for Children in Crisis** (CCCC) in New Haven provides advocacy to victims of domestic violence, sexual assault, child abuse,

EXHIBIT 9. VOCA ASSISTANCE ALLOCATIONS FOR PRIORITY AND UNDERSERVED AREAS (IN \$)

Service Area	FY 09	FY 10
Priority Areas		
Domestic violence	108,836,682	77,274,661
Child abuse	60,518,568	47,658,402
Sexual assault	40,597,372	37,649,565
Total priority services	209,952,622	162,582,628
Underserved Victim Areas		
Assault	11,927,620	8,841,857
Survivors of homicide victims	8,926,380	5,893,602
Elder abuse	7,095,158	5,911,958
Adults molested as children	6,329,534	6,165,591
DUI/DWI crashes	4,540,794	3,881,591
Robbery	5,456,293	4,804,098
Other violent crimes	16,946,825	16,340,617
Total underserved services	61,222,604	51,839,314
Overall total services	271,175,226	214,421,942

assault, robbery, and other crimes. The program is unique in the state in that advocates are assigned to specific neighborhoods; each advocate is linked to a police substation and provides services within their area. Each advocate becomes a known and trusted resource to police and residents alike. The program benefits residents, law enforcement, and the CCCC by

providing a strong base for communication and services throughout the area. Another [innovative program in Hartford](#) focuses on the needs of abused children.

- **Alabama:** In an effort to enhance services to historically underserved victims with disabilities, including individuals who are Deaf or hard-of-hearing, **Rape Response** of Florence developed

a program to raise awareness of the risks for sexual violence and promote its enhanced services. VOCA funds support training to improve staff response to victims with disabilities; purchase specialized resources; provide emergency psychiatric resources; and create a disability specialist position. Rape Response now has a comprehensive training program and is better prepared to meet the needs of victims with disabilities.

- **Kansas:** The **Victims Assistance Unit of the Wichita Police Department** facilitates a coordinated, around-the-clock response to meet the needs of crime victims, including crisis intervention, direct assistance, advocacy, outsourced mental health services, and referrals to additional sources of support. Staff members respond to crime scenes, hospitals, and other locations as needed. The unit also provides safety planning for victims of domestic violence and information about victims' basic rights, the criminal justice process, and victim compensation.

- **Michigan:** The Michigan Crime Victim Services Commission partnered with the Michigan Department of Civil Rights and the Michigan Alliance Against Hate Crimes to offer statewide training on cultural competence and hate crime. The free trainings were designed to help service providers deliver services to a growing ethnic population and highlighted the need to serve limited-English-proficient individuals as well. Additionally, a **Web site** was created to facilitate information sharing and training registration. Almost 2,000 people attended the 27 trainings held throughout the state.

Many state administrators use VOCA funds to support victim-witness coordinators and advocates, as these specialists can provide a broader range of services to victims and improved coordination of services. In Douglas County, Kansas, for example, VOCA funds support a victim-witness coordinator who works specifically with victims of juvenile crimes and administers the Property Crimes Coordination Fund, which helps crime victims repair or replace damaged or stolen property. In North

Charleston, South Carolina, the police department hired a culturally competent, Spanish-speaking victim advocate to bridge gaps in communication between law enforcement and crime victims.

Recovery Act: Report on Compensation and Assistance

On February 17, 2009, the President signed into law the American Recovery and Reinvestment Act of 2009 (the Recovery Act). More than \$2.76 billion of the bill went to the Office of Justice Programs (OJP) to develop the Nation's capacity to prevent and control crime, administer justice, and assist victims. Of that \$2.76 billion, \$100 million was allocated to OVC—95 percent of which was distributed to eligible state VOCA crime victim compensation and victim assistance administering agencies (\$47.5 million each for compensation and assistance). The remaining \$5 million was awarded competitively to support the development of national-scope training, technical assistance, and demonstration projects to build the capacity of service providers and allied professionals.

EXHIBIT 10. NUMBER AND AMOUNT OF RECOVERY ACT VICTIM COMPENSATION CLAIMS PAID IN FYS 2009 AND 2010, BY TYPE OF CRIME

Crime Category	Total Number of Paid Claims	Claims Related to Domestic Violence	Total Amount Paid (in \$)
Assault	11,392	4,403	25,207,097
Homicide	2,556	219	7,174,606
Sexual assault	1,865	179	1,298,734
Child abuse (including physical and sexual abuse)	4,205	—————	2,274,526
DWI/DUI and other vehicular crimes	1,055	—————	3,486,211
Stalking	140	35	143,976
Robbery	967	15	1,741,041
Terrorism	21	—————	68,984
Kidnapping	113	35	77,630
Arson	22	5	17,932
Other	1,496	156	314,411
Total	23,832	5,047	41,805,148

EXHIBIT 12. NATIONAL PERFORMANCE INDICATORS FOR RECOVERY ACT VICTIM ASSISTANCE PROGRAMS

Annual Performance Indicator	FY 09 + FY 10
Agencies funded	1,341
Subgrants funded	1,472
Victims served	295,765
Specific services to victims	1,352,419
Services per victim	4.57

EXHIBIT 11. RECOVERY ACT STATE COMPENSATION PROGRAM BENEFITS PAID IN FYS 2009 AND 2010, BY TYPE OF EXPENSE

Expense Category	Total (in \$)	Percentage
Medical/dental	23,632,567	53 (52.89)
Economic support	7,417,730	17 (16.59)
Funeral/burial	4,445,958	10 (9.95)
Mental health	4,004,344	9 (8.96)
Forensic sexual assault exams	2,769,433	6 (6.19)
Crime scene cleanup	24,584	0 (.06)
Other	2,390,661	5 (5.35)
Total	44,685,277	100

EXHIBIT 13. SERVICES DELIVERED TO VICTIMS BY RECOVERY ACT-FUNDED VICTIM ASSISTANCE PROGRAMS IN FYS 2009 AND 2010, BY TYPE OF ASSISTANCE

Type of Assistance	Number of Victims Receiving This Service
Telephone information and referral	166,743
Criminal justice support and advocacy	148,083
Onsite information and referral	173,485
Followup	146,136
Crisis counseling	145,504
Personal advocacy	136,205
Help filing compensation claims	67,679
Shelter or safe-house stay	46,465
Group treatment and support	83,446
Emergency legal advocacy	42,892
Therapy (mental health services)	23,910
Emergency financial assistance	97,941
Other	73,930
Total services delivered	1,352,419

THE DIFFERENCE THE RECOVERY ACT MAKES, VICTIM BY VICTIM

State administrators’ performance reports document that more victims of crime are receiving assistance thanks to the addition of Recovery Act funding. Although the data on victim assistance funded by the Recovery Act is compelling, the following is a particularly illustrative example of the difference this support can make:

In Mobile, Alabama, six children whose father had murdered their mother were counseled by **Child Advocacy Center** therapists hired through Recovery Act funding. A family advocate, also partially funded by the grant, found shelter for the 18-year-old daughter—who was pregnant after being raped by her father—with a local agency that helps pregnant teens. While the father was on trial, the advocate and a therapist accompanied the young woman and her siblings to court, providing critical emotional support to them in their role as witnesses. Today, the two oldest females share an apartment and work as certified nursing assistants, while the younger children live with loving relatives.

EXHIBIT 14. VICTIMS SERVED BY RECOVERY ACT-FUNDED VICTIM ASSISTANCE PROGRAMS IN FYS 2009 AND 2010, BY TYPE OF VICTIMIZATION

Victim Categories	Total Number of Victims Served	Percentage of Total Victims
Domestic violence	149,955	51 (50.70)
Child sexual abuse	32,271	11 (10.91)
Assault	20,056	7 (6.84)
Adult sexual assault	19,511	7 (6.60)
Robbery	8,669	3 (3.93)
Child physical abuse	9,352	3 (3.16)
Survivors of homicide victims	12,481	4 (4.22)
Adults molested as children	4,963	2 (1.68)
DUI/DWI crashes	2,977	1 (1.01)
Elder abuse	1,322	0 (0.04)
Other	34,208	12 (11.57)
Total	295,765	100

EXHIBIT 15. VOCA ASSISTANCE ALLOCATIONS FOR PRIORITY AND UNDERSERVED AREAS

Service Area	FY 09 + FY 10 (in \$)
Priority Areas	
Domestic violence	15,427,074
Child abuse	8,946,937
Sexual assault	6,443,031
Total priority services	30,817,042
Underserved Victim Areas	
Assault	1,174,647
Survivors of homicide victims	1,451,912
Elder abuse	566,341
Adults molested as children	963,659
DUI/DWI crashes	899,721
Robbery	610,594
Other violent crimes	2,300,682
Total underserved services	7,967,556
Overall total services	38,784,598

SUPPORT FOR TRIBAL PROGRAMS

The poverty, isolation, lack of victim services, and high crime rates in many AI/AN communities make this underserved population a high priority for victim services. OVC is committed to enhancing services to AI/AN victims; providing culturally relevant training and technical assistance for service providers; and working to overcome jurisdictional issues involving federal, state, and local agencies and organizations to support public safety in tribal communities. In FYs 2009 and 2010, OVC encouraged information sharing, merged several programs to plan and conduct training more cost-effectively, and provided more than \$14.6 million in federal funding to aid tribes and tribal-affiliated organizations in Indian Country.

Tribal Victim Assistance Discretionary Grant Program

In FYs 2009 and 2010, OVC awarded a total of \$4.9 million in discretionary grants to tribes and tribal-affiliated organizations through the Tribal Victim Assistance Discretionary Grant competitive application process. OVC supported training venues that reached out to 967 tribal victim service providers, tribal leaders, and law enforcement representatives; provided onsite training and technical assistance to 1,769 tribal stakeholders; responded to 14,856 technical assistance requests; distributed victim-oriented newsletters and e-bulletins at no cost; and worked closely with grantees, service professionals, and community stakeholders.

Counseling and Faith-Based Services in Indian Country

In FYs 2009 and 2010, OVC continued its support for the Counseling and Faith-Based Services program, awarding \$1.5 million in continuation grants to six tribes and tribal-affiliated organizations. The program serves to strengthen collaboration among traditional and faith-based healers and crime victim counselors and provides training and technical assistance. In turn, grantees reached out to more than 300 AI/AN service providers to identify best practices and form partnerships with tribal, state, and local victim service programs.

Children's Justice Act Partnerships for Indian Communities Grant Program

OVC helps tribal communities address the needs of child abuse victims through the Children's Justice Act (CJA) Partnerships for Indian Communities grant program, which helps grantees provide child-centered, multidisciplinary services using



tribal, federal, and state resources. In FYs 2009 and 2010, the program provided \$4.7 million to help AI/AN communities improve the investigation, prosecution, and case management of child, physical, and sexual abuse cases in a manner designed to reduce the trauma to young victims. Through CJA, 14 tribes or tribal organizations received support and more than 500 professionals received training on forensic interviewing, mandatory reporting, child abuse investigation, collaboration, counseling techniques, and protocol development.

Tribal Elder Outreach Program

Five tribes received grants through OVC's new Tribal Elder Outreach Program (TEOP), which was an integral element of the U.S. Department of Justice's (DOJ) competitive FY 2010 Coordinated Tribal Assistance Solicitation. OVC set aside \$500,000, from which five awards of \$100,000 each were made for a 2-year project period. Recipients included the Central Council of Alaska, the Mississippi Band of Choctaw Indians, the Oneida Tribe in Wisconsin, the Pueblo of Jemez in New Mexico, and the Yurok Tribe in California. While TEOP

NEW COMMUNICATION PRODUCTS FOCUS ON TRIBAL ISSUES

During the reporting period, OVC funded the development and dissemination of several products to increase awareness of model programs, current issues, and skills of special interest to professionals working with tribal communities:

Healing Journey. Under the Counseling and Faith-Based Services for Crime Victims in Indian Country Program, OVC released the *Healing Journey* DVD and accompanying guide, which demonstrates the importance and viability of having the faith community partner with victim service organizations to provide counseling and support to crime victims in tribal communities.

Tribal Victim Assistance Training and Technical Assistance Newsletter. Published by Unified Solutions Tribal Community Development Group, Inc., this bimonthly publication provides in-depth articles, highlights model programs, and discusses current issues affecting Indian Country. The newsletter is distributed to 200 OVC grant-related advocates and service providers, and is also available online on the Unified Solutions [Web site](#).

encourages enhanced collaboration among the usual services, it also links the issue of elder abuse with the traditional cultural norm of respect for tribal elders and passes that legacy on to younger generations of Native Americans.

OVC Supports Tribal Training and Technical Assistance

To respond to crime victimization in AI/AN communities and better facilitate training and technical assistance opportunities, closer partnerships, and comprehensive programming, OVC initiated several major projects to benefit tribal victim service providers. Among them were the following:

- The **Tribal Law and Policy Institute** coordinated the 12th National Indian Nations: Justice for Victims of Crime Conference, held December 9–11, 2010, in Palm Springs, California, on the Agua Caliente Reservation. The biannual event is the largest DOJ-sponsored tribal conference, with more than 900 tribal victims, advocates, and tribal leaders; victim service providers; community volunteers; criminal and juvenile justice personnel; family violence and sexual assault specialists; medical, social, and mental health professionals; federal and state agency representatives; and others on hand to learn about current research findings, tested methods

for improving services, and tools that can help strengthen support for tribal victims.

Featured speakers included Attorney General Eric H. Holder, Jr.; Assistant Secretary for Indian Affairs for the Department of the Interior Larry Echo Hawk; U.S. Attorney for the Central District of California Andre' Birottee, Jr.; Principal Deputy Assistant Attorney General Mary Lou Leary; Director of the Office on Violence Against Women Susan B. Carbon; Acting Director of OVC Joye E. Frost; and Utah Appellate Court Judge William A. Thorne. In addition to the 3-day conference, [preconference trainings](#) were presented as well.

- The National Training and Skills-Based Conference for Tribal Crime Victim Services and Faith-Based Crime Victim Services in Indian Country was conducted May 11–13, 2010, in Durant, Oklahoma. OVC sponsored the event, which

was coordinated by Unified Solutions Tribal Community Development Group, Inc., and hosted by the Choctaw Nation of Oklahoma. The conference brought together two important OVC tribal grant programs—the Tribal Victim Assistance Discretionary Grant Program and the Counseling and Faith-Based Services for Crime Victims in Indian Country Program—and involved 23 tribes and tribal-affiliated organizations. The event was attended by more than 160 individuals representing tribal leaders, community stakeholders, criminal justice officials (e.g., law enforcement, prosecutors, judges), victim advocates, and faith-based service providers interested in learning how to better respond to the needs and rights of crime victims in AI/AN communities.

Topics and issues addressed at the conference included comprehensive community response,

jurisdictional challenges, child victimization, stalking, elder abuse, working with victims of sexual assault, victimization/impact of gangs, and grants administration. Representatives from the Choctaw Nation of Oklahoma also shared their culture and allowed conference attendees to witness firsthand the wide spectrum of professional services they provide to crime victims in their community.

- OVC convened the first annual CJA Partnership for Indian Communities Grant Program Symposium and Post-Awards Conference on April 20–22, 2010, in Albuquerque, New Mexico, providing a unique opportunity to strengthen federal, state, and local partnerships. The event focused on resources for helping tribal communities sustain multidisciplinary collaborations, build capacity, and promote justice for children.
- OVC is supporting the Sixth National Sexual Assault Response Team Training Conference, May 25–27, 2011, in Austin, Texas. This year, a specialized tribal training track will be offered to expand OVC's response to sexual assault survivors in Indian Country. The training will help practitioners

OVC AGREEMENT WITH INDIAN HEALTH SERVICE BENEFITS REMOTE ALASKAN COMMUNITIES

OVC, through an interagency agreement with the Indian Health Service (IHS), strengthened the ability of victims in remote communities to receive culturally appropriate services. OVC provided \$400,000 for IHS to coordinate with local victim service agencies in Alaska, provide transportation so victims of crime can receive services, support the Alaska Children's Alliance Child Advocacy Center's TeleCAM Peer Review and Consultation system, provide training to address the needs of underserved communities, and enhance support to newly established Alaska Child Advocacy Centers.

determine how best to facilitate healing and justice for AI/AN victims, and, ultimately, to help meet the goal of sustainable and high-functioning SANE/SART programs in tribal communities.

OVC Funds Federal Positions, Activities To Strengthen Tribal Outreach

Tribal Coordinators in United States Attorneys' Offices

In FY 2009, OVC committed \$21.4 million for 170 victim specialist positions, 51 of which were in Indian Country jurisdictions. In FY 2010, OVC committed \$22.9 million for a total of 182 positions, 12 of which were new positions dedicated to districts with tribal jurisdiction.

FBI Tribal Victim Specialists

In FY 2009, OVC committed \$14.143 million to the FBI to support 122 victim specialist positions; in FY 2010, OVC committed \$14.6 million to support 134 victim specialist positions. Of those funded, about 45 positions specifically focus on crime victims in Indian Country.

Department of the Interior

Since 2007, OVC funding has supported a full-time victim assistance coordinator at the Department of the Interior (DOI). With OVC's continued support in FYs 2009–10, the coordinator developed and strengthened DOI's ability to ensure victims' rights and services, particularly at the Bureau of Indian Affairs (BIA). In FYs 2009 and 2010, OVC supported DOI and BIA by providing \$2.015 million in assistance. DOI implemented its first National Crime Victims' Rights Week ceremony to honor staff who make extraordinary efforts on behalf of victims and more than 1,000 law enforcement officers were trained on victims' rights, assistance, and related matters. The success of this outreach led DOI to identify internal funding to support the coordinator on a permanent basis.

DOI was also provided with funding to support a Phoenix, Arizona-based victim specialist working with BIA to provide direct services to tribes with BIA law enforcement in Arizona. In the first year, the specialist, Valaura Imus, provided nearly 1,000 direct services to tribal victims of crime. By the end of FY 2010, Ms. Imus had received a "Special

Recognition for Victim Assistance" award from the United States Attorney's Office for her work.

Bureau of Indian Affairs

During the reporting period, BIA made a commitment to fund five positions and requested additional support from OVC. In 2009, OVC funded four new victim specialist positions in New Mexico, Montana, South Dakota, and Arizona. OVC, DOI, and the FBI collaborated to provide technical assistance to BIA and DOI by assisting in the development of the BIA victim assistance program, which included establishing program standards, position descriptions, and hiring procedures. By the end of FY 2010, the hiring process was nearly complete for these positions.

Based on the early success of the collaborative efforts between BIA, OVC, DOI, and the FBI, OVC agreed to provide support in late FY 2010 for a supervisory victim specialist position and a senior attorney position at BIA headquarters in Washington, D.C. The two individuals who fill these positions will be responsible for providing training and technical assistance on victims' rights and services to BIA tribal law enforcement and victim service providers.

SUPPORT FOR VICTIMS OF TERRORISM AND MASS VIOLENCE

Acts of terrorism and mass violence have become increasingly common in the United States and around the world. OVC supports individuals, families, and communities devastated by these events through programs designed to meet the immediate short-term and long-range needs of victims. In the hours and days after an attack, the focus is on providing the necessities of life—from food and water to emergency medical care, temporary housing, and referrals for emotional support. To move toward recovery, however, many victims need long-term assistance, which may include the opportunity to participate in the criminal justice system.

Funding To Support Victims of Terrorism

After the Oklahoma City bombing in 1995, Congress amended VOCA to authorize OVC to set aside up to \$50 million annually for an Antiterrorism Emergency Reserve (Emergency Reserve). These funds are designated to assist victims of terrorism or intentional mass violence and provide essential services to help communities cope with the aftermath of these crimes. This funding assures that victims get the help they need without diverting funds from ongoing, standard victim services.

OVC manages three primary programs through the Emergency Reserve: the Antiterrorism Emergency Assistance Program (AEAP), the International

Terrorism Victim Expense Reimbursement Program (ITVERP), and the Crime Victim Emergency Assistance Fund at the FBI. These programs ensure that victims have access to essential services, including emergency food, transportation, and clothing; mental health counseling; and temporary housing and assistance with out-of-pocket expenses related to the victimization. In FYs 2009 and 2010, OVC set aside **\$50 million** each year for the Emergency Reserve. (A small amount of available funds were spent each year.)

In addition to these three programs, OVC uses Emergency Reserve funding to support victims through a variety of legal and other much-needed services. For example, OVC enters into [reimbursable agreements](#) with other DOJ agencies to

provide support for victims of terrorism and mass violence who are participating in criminal justice proceedings related to their victimization. Further, OVC reimburses the expenses of “special masters”—individuals appointed by courts to make legal or actual findings and to recommend that the court adopt certain actions, such as setting the amount of damages that may be paid to victims.²

In the immediate aftermath of an incident of terrorism or mass violence, the Emergency Reserve also supports responding federal, state, and local agencies by maintaining a family assistance call center system, which can be activated when disaster strikes to provide victims with referrals to sources of assistance in their area. Call centers can facilitate the flow of urgent communication

² Special masters are individuals who are appointed by a court (usually in complex or time-consuming cases) to make legal or factual findings and recommend them for adoption by the court. Over the past decade, federal district courts have occasionally appointed special masters to make findings regarding the amount of damages in claims brought by victims of terrorism against foreign states under the state-supported terrorism exception to foreign sovereign immunity, found at 28 U.S.C. 1605A (added by the National Defense Authorization Act of 2008, Pub. L. 110-181, Div. A, Title X, § 1083 (a)(1), Jan. 28, 122 stat.338). Generally, cases brought pursuant to 28 U.S.C. 1605A involve claims for personal injury or death caused by an act of torture, extrajudicial killing, aircraft sabotage, hostage taking, or the provision of material support for such acts by officials, employees, or agents of the foreign state while acting in the scope of their office. OVC is authorized, pursuant to 28 U.S.C. § 1605A(e), to transfer funds to such courts to cover certain costs of special masters appointed in these cases.



with victims following major incidents, which typically prompt an extremely high volume of calls from distressed individuals seeking resources and reassurance that help is available.

AEAP Serves Domestic and International Victims of Terrorism

AEAP provides both short- and long-term assistance to victims and communities devastated by acts of terrorism or mass violence. AEAP funds, which are available to state and local jurisdictions through a grant process and to federal agencies

via reimbursable agreements, are designed to meet the needs of victims in the United States and abroad. State victim assistance and compensation programs, public agencies (including federal, state, and local governments), and victim service and nongovernmental organizations are eligible to apply for funding. During FYs 2009 and 2010, approximately \$4.8 million in AEAP funds were used to meet a variety of victim needs such as crisis counseling, temporary housing, and emergency transportation/travel.

Victims of Binghamton Shootings Receive Coordinated Response

In 2009, OVC funded much of the emergency response to the April 3 shootings at the American Civil Association in Binghamton, New York. Thirteen people were murdered, 4 were injured, and 40 were subjected to unlawful imprisonment, resulting in 57 primary victims. Through emergency funding provided to the FBI, OVC paid the travel expenses of family members—many living abroad—to travel to Binghamton to support surviving family members or repatriate the remains of murdered family members. OVC also provided funding to the local Crime Victim Assistance Center to support long-term assistance to the victims.

Long-Term Assistance for Victims of Campus Shootings

In April 2007, the country was shocked by the tragic shootings at Virginia Tech University, which remains the largest incidence of mass violence to occur on a U.S. college campus. In the aftermath, OVC met with university staff and faculty regarding assistance. In May 2008, OVC made an initial award of \$350,959 to the University's [Office of Recovery and Support](#), followed by a supplemental award of \$2,650,953 in September 2008, for a total award of \$3,001,912. Both awards provide funding through February 2011, for salary and benefits, travel and training, supplies, and other costs.

Northern Illinois University Shootings

Less than a year after the shooting at Virginia Tech, a mass shooting took place at Northern Illinois University in DeKalb. On February 14, 2008, an armed student entered a lecture auditorium and began shooting. Six people were killed (including the perpetrator), and 18 were wounded. In September, OVC awarded \$1,682,225 to the university to assist with [recovery efforts in the community](#). The award has been extended through June 30, 2011.

Support for Victims Seeking Justice

Emergency Reserve funds support victims who participate in criminal justice proceedings related to terrorist incidents. For instance, OVC executed two reimbursable agreements with the Executive Office for United States Attorneys (EOUSA)/United States Attorney's Office for the Southern District of New York (USAO-SDNY) in response to the August 7, 1998, al Qaeda [bombing of the U.S. Embassies](#) in Nairobi, Kenya, and Dar es Salaam, Tanzania. The attack killed 224 people, 90 of whom were U.S. citizens, foreign service nationals, and other federal employees. An additional 300 people were seriously wounded in the bombing.

Emergency Fund Helps Victims Outside the United States

In March 2003, OVC first provided funding to the FBI to establish a Crime Victim Assistance Emergency Fund (Emergency Fund) to assist crime

victims and their families who are victims of terrorism or mass violence occurring either in the United States or abroad. Through a memorandum of understanding, OVC and the FBI Office of Victim Assistance (OVA) identified the services and support the Emergency Fund will provide to address victims' immediate need for assistance when they are unable to obtain the help they need from other resources.

OVC and OVA continue to collaborate to ensure that resources are available to assist crime victims and their family members with minimal delay if a crime reasonably believed to be the result of terrorism or mass violence occurs domestically or overseas. During FYs 2009–10, OVA used \$519,688 from the Emergency Fund to provide emergency crisis response on behalf of 36 deceased and 48 injured victims of [multiple incidents](#). Services included transporting victims to medical facilities, providing short-term lodging and travel assistance to help family members join injured loved ones, and providing emotional and logistical support, including repatriation of bodies and personal effects.

International Terrorism Victim Expense Reimbursement Program

Far from home or without a stable support system, victims of terrorism outside the United States often have immediate needs, such as requiring medical and mental health care. Family members may need to travel in order to support the victim—often, at a moment's notice. In 2000, Congress amended VOCA to authorize OVC to establish a federal program to provide assistance to victims of designated terrorist acts. Funded through the Emergency Reserve, the [International Terrorism Victim Expense Reimbursement Program](#) (ITVERP) became operational in October 2006.

Through ITVERP, OVC reimburses victims or eligible family members for medical and mental health costs, funeral and burial expenses, property loss, and certain miscellaneous expenses. The incident must be an act of international terrorism, as designated by the Assistant Attorney General for National Security, occurring on or after October 23, 1983. Eligible victims include both U.S. nationals

and foreign nationals working for the U.S. Government at the time of the incident. As of December 2010, the National Security Division has officially **designated 154 incidents** for the purposes of the program.

Through partnerships with the FBI, OVA, and DOS, ITVERP's outreach has extended to 1,229 potential claimants. Since its inception, 197 applications have been submitted to the program and OVC has provided approximately \$622,000 in reimbursement assistance to 73 eligible victims and their families. The ***2009 ITVERP Report to Congress*** describes the program's activities in detail.

Victim Reunification Travel Program

During the reporting period, OVC continued to support the Victim Reunification Travel Program (VRT) to assist left-behind parents in cases of international child abduction. VRT works to return the abducted children to their custodial parent. The International Parental Kidnapping Act of 1993 makes international parental kidnapping a federal

felony offense and authorizes criminal fines or prison terms for anyone who illegally removes a child from the United States or unlawfully retains a visiting child in a foreign country.

Support under this program is provided via an intra-agency authorization with the Office for Juvenile Justice and Delinquency Prevention (OJJDP) and an OJJDP grant to the National Center for Missing and Exploited Children (NCMEC). In FY 2009, 39 requests for assistance were received involving 53 children and 18 countries, totaling \$90,749. In FY 2010, 58 requests were received involving 90 children and 33 countries, totaling \$182,497.

Family is Reunited

One of the program's recent successes involved a father whose children were taken to Germany by their mother without his consent. After submitting an application under the Hague Convention on the Civil Aspects of International Child Abduction (The Hague), the father was concerned that, upon receiving notice of a scheduled Hague hearing, the mother would leave the country with

the children. The German authorities acted on the father's concerns and detained the mother at the airport when she did attempt to flee. The children were placed in temporary protective custody. VRT funds provided assistance for the father to travel to Germany, attend The Hague hearing, and return with his children to the United States.



Training and Technical Assistance Through State Department's Consular Affairs

During FYs 2009–10, OVC entered into a reimbursable agreement with the U.S. Department of State's Bureau of Consular Affairs (DOS/CA) to administer the DOS/CA training and technical assistance fund. An allocation of \$450,000 supports DOS/CA's efforts to develop, enhance, and deliver victim assistance training to provide consular officers serving abroad with the skills and knowledge they need to comply with victim assistance policies and procedures. The ultimate goal is to ensure that Americans who become victims of crime abroad receive more effective direct services.

In FY 2010, DOS/CA conducted 10 international trainings in Ecuador, India, Malaysia, Singapore, and South Africa. Trainings were also presented at

two national victim assistance conferences in the United States.

First Mass Casualty Conference Held in 2009

OVC sponsored a 2½-day mass casualty conference in October 2009 in Arlington, Virginia, to provide training to approximately 300 first responders and other victim service professionals on their roles and responsibilities when responding to mass casualty incidents. Topics included various types of incidents, collaboration and coordination of service professionals, self-care for victims and responders, types of financial assistance, and other available resources.

Based on participant evaluations of the conference, the plenary sessions judged most useful were those on dealing with the aftermath of

mass casualty incidents and fitting an appropriate response into incident command. Notable speakers included a panelist affiliated with the Red Cross who shared the organization's experience in assisting victims in times of disaster, and a law enforcement official who was involved in the Minneapolis, Minnesota, bridge collapse in August 2007. The latter emphasized the need for an integrated response to victims and coordinated case management, having seen 140 federal, state, and local agencies offer assistance in the immediate aftermath of the tragedy.

OVC has competitively funded \$655,000 to Fox Valley Technical College to build upon and expand on the progress made at the 2009 conference. Funding will be used over an 18-month period to coordinate all aspects of the second OVC Mass Casualty at Home and Abroad Conference, to be held in early 2012.

VOCA, THE LAW, AND JUSTICE FOR ALL

OVC's fundamental mission to promote justice and healing for all victims of crime is demonstrated in ongoing efforts to strengthen, enforce, and raise awareness of crime victims' rights and services throughout the Nation. Increased access to legal services, for example, is essential to ensuring justice for victims. Meeting new challenges that the 21st century has brought to the criminal justice system, such as Internet crime and identity theft, also requires innovative strategies and new resources to meet the evolving needs of victims. As the Federal Government's voice on behalf of victims, OVC also contributes to policymaking as it relates to victims of crime—a role that is increasingly complex in this era of rapidly advancing technology and shifting patterns of crime.

Strengthening Victims' Rights Under the Law

During FYs 2009 and 2010, OVC continued its work to advance crime victims' rights laws at the federal, state, and tribal levels. This collective support is part of a strategic, cohesive, national effort to uphold the rights of victims as integral to successfully providing assistance to victims of crime.

Legal Clinics Advance Rights Through Representation

Thousands of victims' rights laws have been enacted by various states over time. Likewise, dozens of laws have been passed at the federal level, including the Crime Victims' Rights Act (CVRA) of 2004, which granted federal crime victims specific rights and provided mechanisms for enforcement. Beginning in 2002, based on the recognition that gaps existed between the laws and their application by

the justice system, OVC funded a national effort to build capacity for pro bono legal representation of victims in criminal court. OVC continued and expanded that effort over the next several years.

In 2009 and 2010, grants to the **National Crime Victim Law Institute** (NCVLI)—including one award under the Recovery Act—continued to support a network of legal clinics to provide victims with direct representation by attorneys on a pro bono basis to help ensure that their legal rights were upheld in criminal proceedings. NCVLI provided intensive technical assistance to the

clinics and the attorneys who represented victims, and provided training and outreach on victims' rights issues to criminal justice practitioners, victim service providers, and attorneys throughout the country.

Strengthening Federal Victims' Rights Policy

The role of crime victims in federal cases is undergoing transformational change due to groundbreaking laws such as the CVRA. Since 2004, when

NATIONAL DATABASE OF LAWS A UNIQUE, PRACTICAL TOOL

The development of **VictimLaw**, a groundbreaking database of some 18,000 victims' rights laws, was supported through an OVC grant to the **National Center for Victims of Crime** and launched in 2007. **VictimLaw** provides online access to federal and state victims' rights statutes, tribal laws, constitutional amendments, administrative code provisions, case law summaries, and attorney general opinions. Additional grant funding was awarded in 2009 to support database updates through September 2011 and to plan for sustainability when funding ends. As of December 31, 2010, nearly 27,000 users had visited the **VictimLaw** Web site.

the CVRA was enacted, the number of victims identified and notified by DOJ has increased significantly, while providing responsive federal victim assistance has become more challenging. Cases are becoming more complex and nuanced as the amount of money and other assets that victims lose increases and the number of victims grows. Rapid advances in technology and constantly shifting patterns of crime necessitated an update of the Department's policy guidance to ensure that victim assistance policy is consistent with all statutory guidance and emerging case law, and is informed by evidence-based practices.

In response to this changing environment, OVC recommended the formation of an Office of the Deputy Attorney General Victims of Crime working group (DAG VOC Working Group). In August 2010, representatives of all DOJ components that interact with crime victims met to begin the collaborative process of updating and revising ***The Attorney General Guidelines for Victim and Witness Assistance***—the Department's basic policy document governing the appropriate treatment of crime victims and witnesses. The 2005 edition of

the guidelines was updated shortly after the passage of CVRA and failed to address the realities of shifting criminal conduct and the victims' rights landscape. The new, substantially revised guidelines are slated to be released in October 2011.

21st Century Calls for New Laws, Innovation in Victim Services

The landscape of victim assistance service provision in the 21st century is changing, as transportation and communications systems allow individuals, including criminals, to move easily across domestic and international jurisdictions. Many of the criminal activities that span borders are greatly facilitated by the increasing ubiquity of the Internet. An invention of incalculable value in disseminating knowledge, information, business transactions, and entertainment, the Internet is similarly useful in facilitating the spread of crime. The ease with which criminal activities can be committed domestically and internationally using the Internet presents new challenges for victim

service providers and allied professionals. Increasingly, citizens of other countries, as well as the United States, are being victimized by crimes such as terrorism, identity theft, and telemarketing fraud, which are being adjudicated by the Federal Government. In addition to its traditional role of serving victims of federal crime in the United States, DOJ is also addressing crimes committed by U.S. citizens abroad.

Assisting U.S. Victims of Foreign Crimes

U.S. citizens are increasingly becoming victims of foreign identity theft, computer intrusions, and other cybercrimes. Financial fraud via the Internet is rampant in Romania, for example, where perpetrators currently net an estimated \$1 billion annually from U.S. victims. DOJ's Criminal Division is currently working with the Romanian government in a joint effort to hold Romanian defendants accountable in cases with U.S. victims. Some victims in foreign fraud cases may have limited rights to victim services, or the limited opportunity to exercise their rights. In response, OVC funded NCVLI and the Criminal Division to support a Romanian attorney to [represent the victims](#) in Romanian courts.

Assisting Foreign Victims of U.S. Offenders

Federal victim assistance is also increasingly being used to identify and support foreign victims of U.S. offenders. The Military Extraterritorial Jurisdiction Act of 2000 (MEJA) [Public Law 106-523, § 1, Nov. 22, 2000, 114 Stat. 2488 (2000)] imposes penalties and encourages prosecution efforts against international violent criminal activity committed by U.S. citizens, including Americans who go abroad as part of the military and commit criminal acts against civilians in the United States. The Prosecutorial Remedies and Other Tools to end the Exploitation of Children Today Act (PROTECT Act) [Public Law 108-21, 117 Stat. 650 (2003)], forbids Americans abroad from sexually exploiting children through acts that are also crimes in the United States, such as child sex tourism. Efforts to address the criminal activities of Americans abroad require collaborative relationships to ensure that foreign law enforcement and prosecutors work to ensure that victims are provided with the rights and services to which they are entitled.

Child Exploitation Crimes

Child sex tourism is the commercial sexual exploitation of children by persons who travel from their own country to another, usually a less developed country, to engage in sexual acts with children.³ Perpetrators who want to evade detection in the United States go abroad where laws or lack of enforcement may make it easier to sexually abuse children without consequences. The Federal Government is combating child sex tourism and other crimes by enforcing laws that allow the prosecution of U.S. perpetrators who go abroad and developing new strategies and resources for effectively serving victims.

The Internet both facilitates child sex tourism crimes and enables criminals to engage in the global distribution of child pornography without ever leaving their homes in the United States. Such networks of distribution make it easier, faster, and less risky to access child pornography and to victimize this population. Sexually abusive images of children and even infants are commonly traded online across peer-to-peer networks and on social



networking sites. DOJ, in conjunction with OVC and other agencies, is committed to addressing the needs of victims whose images may be uploaded, shared, traded, and viewed hundreds of times a day. As a result of the limited ability to identify victims, the frequency of image distribution, and the fact that most federal child pornography offenders maintain image databases of hundreds or thousands of victims, notification and restitution issues have been particularly [challenging and complex](#).

³ Child Exploitation and Obscenity Section, 2011, Child Sex Tourism, Washington, DC: U.S. Department of Justice, <http://www.justice.gov/criminal/ceos/sextour.html>.



Prosecuting Americans Violating Human Rights Abroad

Assisting Victims of Foreign Crimes

DOJ has increased its efforts to prosecute criminals who commit major crimes abroad, including human rights violations (e.g., genocide, torture, war crimes, recruiting or using child soldiers) and immigration and naturalization fraud. In 2008, a human rights case involving torture of multiple victims in Liberia was prosecuted in Florida. It was the first genocide case tried in this country and

the first case prosecuted under a statute that criminalizes torture and gives U.S. courts jurisdiction to hear such cases committed outside the country if the offender is either a U.S. national or present in the United States. The case, which was jointly investigated by U.S. Immigration and Customs Enforcement (ICE) and the FBI, focused on the American-born son of a former Liberian dictator who led a paramilitary organization responsible for varied forms of torture. Multiple victims—who had no understanding of the U.S. legal infrastructure—were brought from Liberia to testify in the trial, posing complex victim assistance challenges. OVC provided funding to support mental health services for the victims during the trial. The case was successfully prosecuted and the defendant received a 97-year prison sentence.

As it did with this case, OVC recognizes the emergent nature of cases involving traumatized victims, especially those from developing nations, and is working to identify a cadre of professionals who are experienced at addressing the needs of victims in these complex cases and who can provide technical assistance.

Federal Partnerships and Programs

OVC, in partnership with other government agencies, works to provide innovative services to address the wide range of issues that crime victims face. The following programs, among others, are making a significant impact by helping victims in fundamental ways.

Federal Crime Victims Assistance Fund

The Federal Crime Victims Assistance Fund is managed by the FBI, ICE, EOUSA, DOJ's Civil Rights Division—Criminal Section, and the Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF). The fund supports assistance to victims and survivors in the immediate aftermath of a crime, such as paying for travel expenses for family members and cleaning up the crime scene, as demonstrated by the following examples:

- An offender who murdered a victim's mother and friend and attempted to kill the victim was convicted of first degree murder. Released on parole after 17 years, the offender stalked the

victim and her husband, and was eventually arrested and indicted for the crime. The fund provided money for travel expenses so that the victims could attend the trial.

- In Nashville, Tennessee, a victim's landlord beat her and threatened her with a gun, attempting to force her to transport narcotics for him. ATF provided emergency funding to the victim and her children for housing and other emergency needs, possibly saving her life.
- Four child victims, ages 3, 5, 8, and 13, were sent to spend time with their father and their step-mother. During that time, all four children were drugged and sexually abused. With support from the fund, the victims' biological mother was able to attend the trial to provide a victim impact statement, as was her right under the law.

Drug Endangered Children Program

The Drug Endangered Children (DEC) Program, a collaboration of federal, state, and local nonprofit

entities, provides specialized training, develops protocols, and summarizes best practices for educating law enforcement, justice system personnel, public health professionals, and others about the needs of children put in harm's way by family members involved in the drug culture, particularly methamphetamine (meth). With funding from OVC, the USAO's Western District of Wisconsin developed a victim-focused [model program to assist drug-endangered children](#).

Treasury Offset Program: A Tool for Restitution

Seven years ago, OVC made a modest investment to participate in a U.S. Treasury program that has resulted in millions of dollars being recovered and paid as restitution to crime victims. The Treasury Offset Program (TOP) is a centralized debt collection program that helps federal agencies collect debts owed to the U.S. Government by matching delinquent debtor files against outstanding debts. When it finds a match, TOP intercepts funds before they reach the debtor and uses them to offset any

outstanding debt owed to the Federal Government, such as federal tax refunds.

In 2003, OVC recognized TOP's potential for recovering criminal debts such as fines, court costs, and restitution orders. OVC provided \$50,000 to TOP to cover any other legitimate claims, such as those of offenders' spouses, thus enabling the system to include criminal debts as part of its operations. Since that time, UASO has used TOP to collect criminal debts owed to the government and victims of federal crimes across the country.

Since OVC began its participation in the TOP system, it has recovered more than \$66 million in restitution paid to crime victims—a remarkable return on a \$50,000 investment. Furthermore, each year the amount recovered increases, with \$15.6 million and \$25.7 million collected in FYs 2009 and 2010, respectively. Payment of restitution remains a special challenge for the criminal justice system, but innovations such as the practical partnership between OVC and TOP are making progress in ensuring that victims collect funds that are rightfully owed to them by offenders.

Other Support to Federal Crime Victims

The Federal Victim Notification System

CVRA gives victims the court-enforceable right to reasonable, accurate, and timely notice of any

public court proceeding. It builds on the Victims' Rights and Restitution Act (VRRRA) [42 U.S.C. § 10607 (2006)], enacted in 1992, which requires DOJ officials to provide victims with the earliest possible notice of events related to their cases, such as the filing of charges. The Victim

Notification System (VNS) is a shared application involving the FBI, the U.S. Postal Inspection Service, USAO, DOJ's Criminal Division, and the Federal Bureau of Prisons. It provides these components with a uniform method for notifying victims of crime about the progress of the investigation, prosecution, or corrections stage of a case.

VNS also provides information to victims through its Victim Internet System (VIS), a Web site that allows victims to view all approved notifications and corresponding documents and to update personal contact information and notification preferences. In FY 2010, victims logged on to VNS 155,244 times.

The charts in exhibit 16 on the next page reflect USAO VNS notification activity over the past 4 years, as well as the steady increase in the number of victims receiving notifications from VNS.

OVC SUPPORTS MODEL PROGRAM FOR CHILD VICTIMS AND WITNESSES

A top priority for Attorney General Eric Holder, Jr., is addressing the needs of **children exposed to violence**. Washington, D.C., suffers a staggering amount of violence involving children. Many are murdered or assaulted by loved ones, acquaintances, or strangers; others are caught in the crossfire of gang or community violence. Countless others witness threats and homicides, assaults, robberies, or other violent crimes, such as drug trafficking. Several have discovered the body of a murdered parent and will live with that visual memory forever. Although isolated communities throughout the country face similar challenges, D.C. is unique in that the USAO for the District of Columbia (USAO-DC) is responsible for prosecuting both local and federal acts of violence.

Functioning as both the prosecutor for the Federal Government and as the local district attorney, the USAO-DC places a paramount emphasis on victims' rights and assistance. Years ago, the USAO-DC established a stand-alone Victim Witness Assistance Unit to ensure that the rights and needs of victims and witnesses would be a priority. Yet, with the volume of crime and the severity of victimization in the D.C. area, the unit's staffing levels remain insufficient to provide the intended assistance.

In 2010, OVC provided the first year of a 3-year commitment to the USAO-DC's Child and Adolescent Victim/Witness Outreach Program, which aims to reach young people at the earliest stage of their involvement as a victim or witness in a criminal case, to provide the resources they need. OVC's commitment focuses on the development of outreach and support strategies to help young victims and witnesses buffer the impact of exposure to daily and significant lifetime trauma. The program's ultimate goal is to enhance the capacity of young victims to succeed and thrive, despite the trauma they experienced.

Victim-Witness Assistance Coordinators in Other Offices

As of FY 2010, OVC funds 134 FBI victim specialists and 170 victim-witness coordinators in USAOs to support victims of federal crimes as they advance through the criminal justice system. These positions are included in the annual [Fund allocation](#) process, along with VOCA formula and discretionary grants and other set-asides. Currently, OVC supports 12 additional tribal positions per fiscal year for the FBI and EOUSA. Other positions may be funded to support specific short-term projects, including tribal specialists whose activities are described in the [Indian Country](#) section of this report. These trained specialists play a critical role in upholding rights and providing services to victims of federal crimes.

EXHIBIT 16. VICTIM NOTIFICATION



CHAPTER 2

ENDURING CHALLENGES IN VICTIM SERVICES

Long-standing types of victimization call on OVC to constantly renew its commitment to serving the large populations they represent. By supporting the development of innovative resources, cutting-edge professional training, and collaborative strategies, OVC is helping to energize and equip the field to meet the ongoing challenge of effectively serving victims who number in the millions.

- Domestic Violence
- Sexual Assault
- Children Exposed to Violence
- Victims of Elder Abuse
- Victims with Disabilities
- Families of Homicide Victims

In Their Own Words video clip



DOMESTIC VIOLENCE

Domestic violence remains prevalent in American society, despite strengthened laws and penalties, ongoing outreach, and thousands of professionals whose services range from counseling victims to building awareness of the dynamics of this type of abuse. In some cases, there is still a tendency to minimize the brutality of this crime and its deep and lasting effect on family members, especially children.

Domestic violence is a pattern of coercive behavior that is used by a person against a family member, dating partner, or housemate to gain power or control in a relationship. This behavior may include physical violence, sexual abuse, emotional and psychological intimidation, verbal abuse and threats, stalking, isolation from friends and family, economic control, destruction of personal property, and cruelty to animals, including family pets.

VOCA Assistance Reflects Extent of Domestic Violence

It is difficult to get an accurate picture of the extent of domestic violence because it often occurs behind closed doors. Estimates range from 960,000 annual incidents of violence against a current or former spouse, boyfriend, or girlfriend

to 3 million annual incidents of physical abuse against a woman at the hands of her husband or boyfriend.⁴ Women account for 85 percent of the victims of intimate partner violence, men for approximately 15 percent.⁵ Women ages 20–24 are at the greatest risk of nonfatal intimate partner violence.⁶

The magnitude of the crime is reflected in the vast resources that VOCA state assistance programs channel into communities to serve victims of domestic violence through emergency housing, physical and emotional support, and other urgent needs. Domestic violence accounts for nearly half (3.6 million) of all victims served in the past 2 years by [VOCA-funded assistance](#). In fact, domestic violence has been the most common crime for which victims have sought assistance for virtually every reporting period in the past two decades.

Although VOCA formula assistance programs have created a strong network of services for victims of domestic violence, OVC addresses historically underserved victims and gaps in services through additional, discretionary funding. Such populations include older victims, American citizens living abroad, limited English proficient persons, and teens vulnerable to dating violence.

OVC Program Assists Victims of Domestic Violence Living Abroad

Americans living overseas who experience domestic violence may face numerous barriers to accessing victim services. They may be unfamiliar with the country's legal system and, therefore, their rights and available resources. They may not be fluent in the language of the country. Their abusers

⁴ Bureau of Justice Statistics, "Violence by Intimates: Analysis of Data on Crimes by Current or Former Spouses, Boyfriends, and Girlfriends," *Bureau of Justice Statistics Crime Data Brief, Intimate Partner Violence, 1993–2001*, February 2003.

⁵ Ibid.

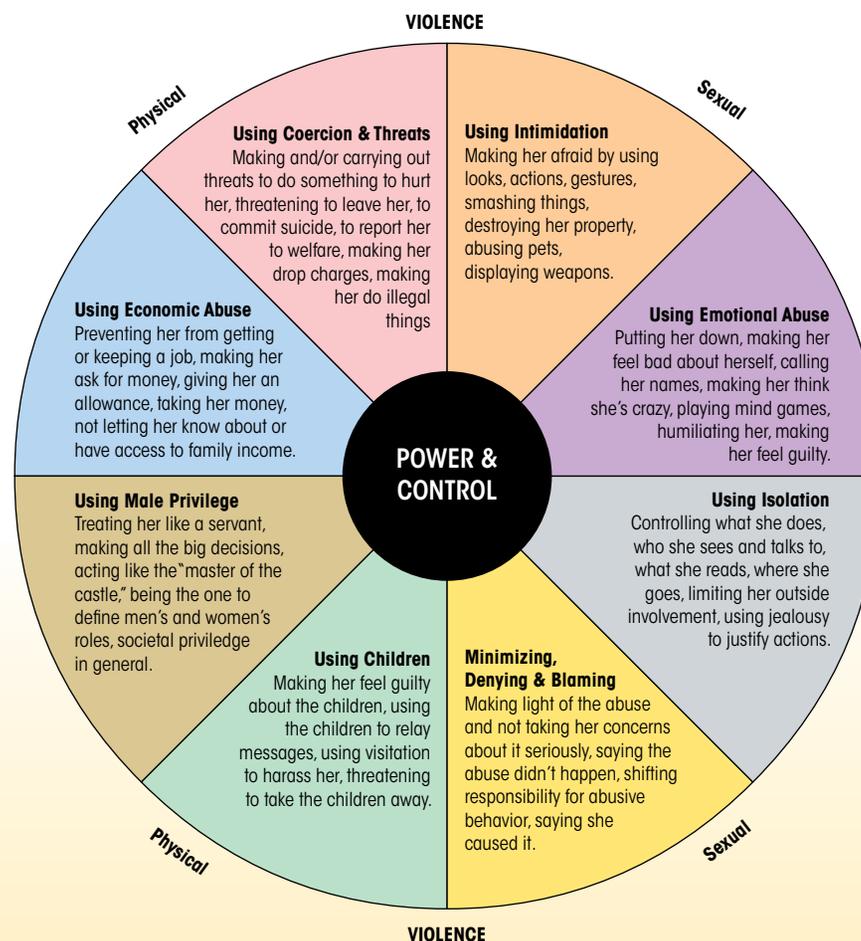
⁶ Ibid.

may keep them from fleeing by hiding or destroying passports, visas, birth certificates, and other essential documents. In some countries, abusers can file for a travel ban so that their victims and children will not be permitted to leave the country. Further, some countries' domestic laws may not apply to non-citizens.

Abusers may take advantage of child custody laws to pressure their spouses. Through the Hague Convention on International Child Abduction international treaty, an abuser may force a fleeing survivor to return their children to the foreign country. The Hague Convention has no stated exception for domestic violence in custody disputes, so legal action may be required to resolve cases. Abusers also can use other custody laws, such as the Uniform Child Custody Jurisdiction and Enforcement Act, to gain custody of children.

In response to this critical gap in services, OVC funded a demonstration project in FY 2010 to provide a continuum of services to American women and children experiencing family violence while residing in a foreign country. The **Americans Overseas Domestic Violence Crisis Center** provides domestic violence and child abuse advocacy,

EXHIBIT 17. POWER AND CONTROL WHEEL



The Domestic Abuse Intervention Project of Duluth, Minnesota, created the Power and Control Wheel to reflect the most commonly used tactics of batterers, as described by their victims.

tools, and resources to help victims navigate complicated jurisdictional, legal, and social landscapes in order to live free of abuse. Tools include an international toll free crisis line, 866-US-WOMEN, which is accessible from 175 countries. In FY 2009, the center fielded 1,424 crisis calls, e-mails, and live chats from 372 people in 64 countries.

During the 3-year demonstration project, the center will develop a series of bulletins addressing gaps in serving domestic violence victims and dependents who live abroad. A final report on project implementation, successes, challenges, and lessons learned will be disseminated through OVC to victim service professionals.

OVC Funds Reach Out to Special Populations

In FY 2009, under the Public Awareness and Outreach to Underserved Communities Initiative, OVC funded local public awareness activities in numerous communities, with a focus on underserved populations. Projects aimed at assisting underserved populations include the following:

In FY 2010, OVC released a comprehensive multimedia training package on serving victims of domestic abuse in later life. The appropriately titled [In Their Own Words](#) allowed both male and female survivors of abuse to relate their stories, with their caseworkers providing additional information about their cases. These compelling stories form the basis of an in-depth learning experience for professionals who need to learn how to recognize when an older person is being abused and respond appropriately in the course of their work. This resource became OVC's most ordered publication in 2010, underscoring the need for, and interest in, proven techniques for serving older victims of domestic violence.

- **Portland, Oregon:** OVC supports the African Crime Victims Awareness Project, a program that educates African immigrant and refugee community members in Oregon about victims' rights and resources that are available to victims to keep their families safe. This is the newest community-based outreach project of the [Immigrant and Refugee Community Organization](#) (IRCO), which provides culturally specific services to new immigrants and refugees from various parts of Africa. IRCO has produced [outreach videos](#) in English, French, and Amharic informing immigrant crime victims on where to turn.
- **Central Texas and California:** Paz Entra Nosotros ("Peace Among Us") is a public outreach campaign targeted at limited English proficient Hispanic victims of domestic violence in cen-

tral Texas. The Texas Council on Family Violence convened an advisory board to help ensure that the campaign's message resonates well with the target population, who are often immigrants facing many cultural barriers to accessing services. The council produced billboards with messages such as "Si hay esperanza," encouraging victims that "There is hope!" They also produced radio public service announcements in Spanish to air on local stations.

Other projects focus on victims who may be underserved because of their sexual orientation. For example, Break the Cycle in Los Angeles, California, reaches out to teens who have self-identified as lesbian, gay, bisexual, transgender, or queer/questioning (LGBTQ) and are in a violent relationship. The extensive outreach of Break the Cycle is profiled in this report's section on [serving LGBTQ victims of crime](#).

SEXUAL ASSAULT

Sexual violence—including the sexual abuse of children—knows no boundaries, transcending age, race, socioeconomic status, cultural background, and sexual orientation. It may occur in the workplace or on campus; in rural, tribal, or urban communities; in the home or on the street. Although it is difficult to know the exact incidence of sexual violence, researchers estimate that 18 percent of women in the United States will be raped in their lifetimes and 1 in 33 men will be victimized. Estimated statistics for lesbian, gay, bisexual, transgender, and questioning/queer (LGBTQ) victims are similar.⁷ What's more, national surveys of adults find that 9 to 28 percent of women report having experienced some type of sexual abuse or assault in childhood.⁸

The consequences of sexual assault are profound for victims and society alike. Victims may suffer severe long-term physical and emotional difficulties. Posttraumatic stress syndrome is common and can make it impossible for a victim to function at work or home. This is further complicated by the fact that rape is still a vastly underreported crime, so many victims remain unaware of the services and support available to help them heal, and offenders are often free and able to re-offend.

OVC is committed to ensuring that every victim has an advocate who can provide guidance on reporting the crime and accessing services; that every victim is treated with respect by service providers and allied professionals; and that the

community, family and friends, judges and juries all will play supportive roles in helping them on the path to recovery. In FYs 2009 and 2010, OVC provided funding to support direct service providers, demonstration projects, training, and other initiatives to improve the response to victims of sexual assault nationwide.

OVC Publishes Indepth Resources To Educate and Inform Responders

OVC supports the development of comprehensive, capacity-building resources for communities as well as specialized materials designed

to improve response to specific populations of underserved victims, such as those with limited proficiency in English.

The **SART Toolkit for Victim Service Providers**, developed by the **National Sexual Violence Resource Center** (NSVRC), is a comprehensive resource for communities interested in establishing a sexual assault response team (SART) or enhancing the effectiveness of their existing team to better provide a coordinated response to victims. In the process of developing the kit, NSVRC established a National Advisory Committee; conducted a **National Needs Assessment Survey** in which nearly every state and U.S. territory participated; and launched a **SART listserv** to promote

⁷ Patricia Tjaden and Nancy Thoennes, 2006, *Extent, Nature, and Consequences of Rape Victimization: Findings from the National Violence Against Women Survey*, Washington, DC: U.S. Department of Justice, National Institute of Justice.

⁸ Crimes Against Children Research Center, 2005 *Childhood Sexual Abuse Fact Sheet* (Durham, New Hampshire: University of New Hampshire), accessed April 14, 2011, www.unh.edu/ccrc/factsheet/pdf/childhoodSexualAbuseFactSheet.pdf.



peer-to-peer technical assistance. Not a formal protocol, the online toolkit is a collection of innovative practices, tools, and other resources designed to help service professionals increase access to services, customize outreach, improve investigative and prosecutorial practices, enhance multijurisdictional response, and form permanent partnerships to help sustain the SART.

The OVC-funded ***Existe Ayuda (Help Exists) Toolkit***, produced by **Arte Sana** (Art Heals), is designed to help close the cultural gap in services to the Spanish-speaking community. With the dramat-

ic growth of this population in many areas of the United States (one in six residents is now of Latino origin), it is imperative that service professionals expand the availability of culturally sensitive services. *Existe Ayuda*, released in May 2011, provides Spanish-language tools and training resources to improve the cultural competence of service providers and the accessibility of services for Latino victims of sexual violence. These resources include bilingual glossaries of sexual assault and trafficking terms; answering machine scripts for rape crisis centers; a training presentation for *promotoras* (community health workers); fact sheets; public service announcements; and palm cards listing hotlines to call for immediate assistance.

New Training Curricula Address Specific Needs of Professionals

Military-Civilian Community Partnerships

The military has its own systems, protocols, and culture, all of which can differ from other communities. In order to achieve the collective goal of meeting the needs of sexual assault victims, the

military and civilian communities must learn from one another and work collaboratively. *Strengthening Military-Civilian Community Partnerships to Respond to Sexual Assault* is a training curriculum/toolkit for civilian rape crisis centers and state sexual assault coalitions to use in their work with local military installations. The project was funded by OVC, with additional support from OIW; and developed by NS-VRC and the Pennsylvania Coalition Against Rape, in coordination with OVC, the Office on Violence Against Women, and the Department of Defense's Sexual Assault Prevention and Response Office.

OVC is producing the end product—the training resources—through its Training and Technical Assistance Center (OVC TTAC). A train-the-trainer course was held in early 2011 in Washington, D.C., to provide foundation-level instruction for two civilian advocates, two military sexual assault response coordinators, and two judge advocate generals. Three of these professionals will participate in regional trainings for civilian-based advocates who work closely with the military in their communities. This round of trainings will take place in North Carolina, Texas, and California. OVC plans to release the curriculum/toolkit later in 2011 in

SANE/SART INITIATIVE BUILDING CAPACITY IN INDIAN COUNTRY

OVC established the American Indian and Alaska Native Sexual Assault Nurse Examiner-Sexual Assault Response Team Initiative (AI/AN SANE/SART Initiative) in 2010. The initiative addresses the comprehensive needs of tribal victims of sexual assault, with the ultimate goal of institutionalizing sustainable, evidence-based practices adapted to meet the needs of tribal communities. In addition to strengthening culturally relevant, victim-centered services, the initiative will foster dignity and spiritual, mental, and physical health among tribal victims of sexual assault.

In the first year of planning for this project, OVC consulted with federal and tribal partners, reviewed past program evaluations, conducted meetings, and convened a focus group at the National Indian Nations Conference. Focus group attendees represented various tribes; worked in local, regional, and national advocacy, service, or tribal organizations from throughout the United States; and provided either written or oral feedback. The attendees brought expertise in the areas of sexual assault,

The AI/AN SANE/SART Initiative consists of six components, two of which are the central focus—the demonstration sites and training strategy. The remaining four components—the AI/AN SANE/SART Training and Technical Assistance Provider (an organizational entity), the AI/AN SANE/SART Coordination Committee, two AI/AN SANE/SART National Coordinators, and an Evaluability Evaluation Study—will support the sites and training strategy.

More information about the [AI/AN SANE/SART Initiative](#) is available on OVC's Web site.

communities throughout the country that have a strong military presence.

Advanced Training on Drug-Facilitated Sexual Assault

Sexual assault nurse examiners (SANE) and sexual assault forensic examiners (SAFE) are critical members of SARTs. OVC is supporting the [Research Triangle Institute](#) (RTI, Inc.) through a Recovery Act grant to deliver five modules of Web-based

training that target the advanced education needs of SANEs, SAFEs, and other SART members for cases that involve drug-facilitated sexual assault (DFSA). Each module will be presented as an instructor-led virtual classroom to facilitate student-teacher interaction, with subsequent on-demand modules available for flexible access to additional materials. Objectives include the establishment of a common language regarding DFSA

and documentation of proper evidence collection techniques. RTI launched the first module, "An Overview of DFSA SANE/SART/SAFE Protocol I," in August 2010, and introduced the second module, "An Overview of DFSA SANE/SART/SAFE Protocol II," in January–February 2011. The third module, "Challenges in DFSA Investigations," is being held March–May 2011, and the final two modules are planned for release in the summer/fall of 2011.

OVC Supports Direct Services to Sexual Assault Victims

RAINN National Sexual Assault Online Hotline

In FY 2009 and 2010, OVC continued to support the Rape, Abuse & Incest National Network (RAINN) in expanding its [Online Hotline](#)—a free, confidential, secure service that provides live assistance via the RAINN Web site. Services are provided to all victims of sexual assault, regardless of when the assault occurred, and include crisis intervention and support. Information is available on relevant topics from reporting the crime to recovery. The anonymous hotline functions as an



instant messaging service, where clients communicate online with a hotline member. The service is supported by a national network of trained volunteers at local rape crisis centers, such as the [Alamo Area Rape Crisis Center \(RCC\)](#).

Since the implementation of the hotline, RAINN has served an estimated 66,000 users. In 2009 alone, RAINN provided hotline services to 22,329 visitors—an average of 1,860 visitors per month. Said one survivor, “My story has a happy ending thanks to RAINN. They provided me with some-

one to talk to when I needed it and resources on pressing charges and understanding my healing process. RAINN gave me a voice again.”

Cleveland Rape Crisis Center

The [Cleveland Rape Crisis Center](#) provides services to victims of sexual assault in Cuyahoga County, Ohio. It used Recovery Act funding to create three new therapeutic services positions to reach more victims in less time. As a result, the center eliminated its waiting list for the first time in two decades.

King County Sexual Assault Resource Center

The [King County Sexual Assault Resource Center](#) (KCSARC) in Seattle, Washington, received funds to sustain and strengthen legal advocacy services for victims, preserving eight legal victim advocate positions and creating a court watch specialist coordinator. Advocates provide information about the criminal justice process; accompany victims to all interviews; secure protection orders; assist in trial preparation, including help with victim impact statements; and accompany

A VICTIM'S STORY: SCARED, CONFUSED, . . . AND RELIEVED

Victims of sexual assault are more likely to report the crime and get the help they need if they can find a knowledgeable, supportive advocate, as demonstrated by this victim's story:

An 18-year-old hotline visitor said that she had been assaulted 2 days earlier. She went to the police station to file a report but couldn't go through with the medical exam. She was feeling down and confused and was scared about the exam. The process was thoroughly explained and she was advised to contact her local rape crisis center to request an advocate to accompany her to the hospital. She also received information about the "Jane Doe Act," which would allow her to have evidence kept on file for 2 years if she decided to pursue the case with law enforcement (depending on her state of residence). She was extremely relieved to hear about these options, as well as availability of counseling, and indicated she would call her local center immediately.

A specific type of Recovery Act funding—the Edward Byrne Memorial Discretionary Grant Category VI: Improving Resources and Services for Victims—made it possible for OVC to provide additional support to agencies for improving the quality and coordination of direct services for underserved victims of sexual violence.

victims to court and sentencing proceedings. Each team member specializes in serving specific populations: victims with disabilities, victims of cybercrime and elder abuse, and Spanish-speaking and child/youth victims. The court watch specialist recruits and trains volunteers to serve as court monitors, thus strengthening legal advocacy services and the overall justice system.

Metropolitan Organization to Counter Sexual Assault

The **Metropolitan Organization to Counter Sexual Assault** (MOCSA) continues to enhance, institutionalize, and deliver a comprehensive array of resources and services to victims of sexual violence within the Kansas City metropolitan area and throughout Kansas and Missouri. MOCSA has a strong collaborative relationship with Latino communities and agencies, faith-based organizations and churches, and an estimated 50 law enforcement agencies. It continues to enhance its resources and services, having implemented nine SANE programs and three SARTs throughout its service area. Recovery Act funding prevented the elimination of 50 percent of MOCSA's

A VICTIM'S STORY: WISE BEYOND HER YEARS

K** was 11 years old when her mother first took her to KCSARC for counseling. At first, K** was reluctant to go because it was frightening and new, but she quickly began looking forward to her weekly appointments and told her therapist that their time together was "the highlight of her summer." K** continued her appointments at KCSARC for a year, and began to heal. She had this to say about her assault and its aftermath: "Girls and boys like me are considered victims, and in the papers we're called victims. I choose not to take the title 'victim' because I will NOT sit around feeling bad about myself because of what happened."

collaborative-dependent essential services, including coordinating co-located services in underserved communities, hosting community roundtables, making contacts for outreach, and facilitating training for professionals and volunteers. Thus, MOCSA was able to maintain, without interruption, the coordination of essential services to underserved victims of sexual violence.

Sexual Assault Resource Center

The **Sexual Assault Resource Center** (SARC) in Portland, Oregon, created a minor victims of domestic sex trafficking (MVDST) case manager position with its additional Recovery Act funding. The case manager provides initial needs assessments, finds safe and secure housing, provides age-appropriate information about the criminal

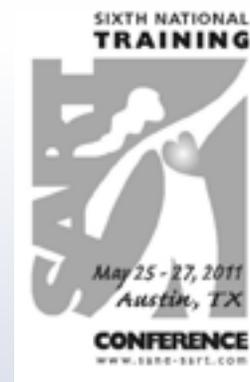


justice process, and advocates for and educates about victims' rights. In FY 2010, the case manager served minor victims of domestic sex trafficking through referrals from SARC's crisis line, the MVDST

BIENNIAL NATIONAL SART TRAINING CONFERENCES

The Sexual Assault Resource Service held the Fifth National Sexual Assault Response Team Training Conference in Seattle, Washington, on May 27–29, 2009. The organization has sponsored this biennial conference with OVC funding since 2001. The conference provides 3 days of state-of-the-art training for SART professionals, including advocates, SANEs, and other medical personnel; crime lab specialists; prosecutors; and law enforcement. More than 750 people attended the 2009 conference, with feedback indicating that it was one of the best conferences participants had attended in their careers.

Competitive funding was awarded to the Sexual Assault Resource Service to coordinate, develop, and administer the **Sixth National Sexual Assault Response Team Training Conference** in Austin, Texas, on May 25–27, 2011. This conference will feature a specialized tribal training track to help practitioners facilitate healing and justice for victims in Indian Country and to sustain high-functioning SANE/SART programs in these underserved communities. OVC TTAC is providing eight tribal multidisciplinary scholarships, increasing opportunities for Indian Country practitioners to enhance their professional development.



task force, and partner agencies. These young victims are supported through the criminal justice system and connected to physical/wellness, mental health, educational, child protection, and other services.

CHILDREN EXPOSED TO VIOLENCE

Children are among the most vulnerable members of society, dependent on those closest to them for nurturing, guidance, and protection, as well as food, shelter, and other basic necessities of life. When children experience violence—as victims or witnesses—professionals must intervene to stop the violence and provide skilled, compassionate services to help child victims heal. A recent DOJ-funded study found that 60 percent of U.S. children were exposed to violence, crime, or abuse in their homes, schools, and communities in the past year (2008). Almost 40 percent were direct victims of two or more violent acts. According to the study, children in America are more likely to be exposed to violence and crime than adults.⁹ The consequences of this ongoing epidemic of violence against children are far reaching and long lasting—not only for the victims but for society at large.

Research indicates that many of today's social ills have roots in children's exposure to violence. Young victims and witnesses who experience violence are at greater risk for long-term physical and emotional harm, including substance abuse; anxiety, depression, and posttraumatic disorders; difficulty maintaining healthy relationships; and a host of problems in school. They are also more likely to engage in criminal behavior and thereby become part of a cycle of violence that may last for generations.

Attorney General Eric H. Holder, Jr., detailed the devastating effects of children's exposure to violence in a speech in 2009. He emphasized, however, that it is possible to reverse the damage

that violence causes among America's youth. He outlined four steps to address this critical issue:

1. Recognize that children's exposure to violence is a public health issue that requires a public health approach.
2. Address the issue holistically and collaboratively.
3. Ensure that professionals are sufficiently trained to identify children exposed to violence and assist with remediation.
4. Meet the problem with all the resources that sound science can bring to bear.¹⁰

For its part, OVC has prioritized the needs of child victims for more than 20 years. In FYs 2009 and

2010, OVC expanded its support of multidisciplinary, evidence-based programs to improve assistance for children exposed to violence. In addition to channeling VOCA funding to assist abused children and their families and supporting national-scope training and technical assistance, OVC is a key supporter of the Attorney General's Defending Childhood Initiative, launched in September 2010.

Assistance to Child Victims a VOCA Priority

As previously discussed, VOCA formula funding to states is allocated to service providers who respond to the most frequently occurring crimes,

⁹ *National Survey of Children's Exposure to Violence*, October 2009, Washington, DC: Office of Juvenile Justice and Delinquency and Prevention, with support from the Centers for Disease Control and Prevention, accessed April 20, 2011. www.justice.gov/defendingchildhood.

¹⁰ Speech to the American Academy of Pediatrics, October 20, 2009.

including the physical and sexual abuse of children. In FYs 2009 and 2010, more than 1 million young victims [received VOCA-funded direct services](#)—second only to victims of domestic violence, which is often associated with child abuse. During the reporting period, nearly \$164 million was spent on compensation and assistance for abused children, which does not include the additional cost of services such as food, clothing, and temporary shelter for children who must accompany a parent fleeing domestic violence.

OVC Supports National-Scope Training Projects

Through Recovery Act funding, OVC supported two training programs in FYs 2009 and 2010 to enhance the provision of services to child victims. The [Institute on Domestic Violence and Sexual Assault](#) at the University of Texas is developing a curriculum and handbook for organizations that serve child victims to build resilience among staff and volunteers. Individual self-care is a standard approach; this program will foster resiliency through organizational policies, supervisory

techniques, and training. Key to its success will be ongoing collaboration with end users to develop final products that are evidence-based or rooted in expert judgment and the wisdom gained from practice. The project is underway at 12 pilot sites across the country, and it is anticipated that final products will be completed in 2011.

OVC is also supporting [Alliant International University](#) in its development of a training program on Improving Responses to Child Abuse Victims with Disabilities. The training, which is currently in the 3-year development process, will build on the skills of first responders to address specialized needs that may arise when they work with children who have disabilities.

OVC a Key Participant in Defending Childhood Initiative

In September 2010, Attorney General Eric H. Holder, Jr., launched a comprehensive department-wide initiative to address the exposure of children to violence, both as victims and as witnesses. The goals of the [Defending Childhood Initiative](#) are to

prevent exposure to violence, mitigate the negative effect of exposure when it does occur, and develop knowledge and spread awareness about this national crisis.

OVC is one of the key contributors to the initiative, providing support to a multiyear DOJ demonstration program and focusing two of its 2010 discretionary grant programs on children exposed to violence. Altogether, these programs will invest nearly \$2.5 million to support innovative programs in 10 states and the District of Columbia.

Public Awareness and Outreach for Victims in Underserved Communities

In FY 2010, this program is focusing on raising awareness about the needs of children exposed to violence within underserved populations, thus enhancing knowledge of victims' rights and access to services. Ten organizations, from Alaska to Rhode Island, are undertaking innovative projects to educate, inform, and raise awareness of the rights and needs of young victims. Each



OVC PROGRAMS ASSIST YOUNG VICTIMS IN SPECIAL SITUATIONS

In addition to the programs and activities described in this chapter, OVC works to enhance culturally competent, evidence-based services to children and youth within a specific cultural population or type of victimization. For instance, OVC helps tribal communities address the needs of child abuse victims in a culturally sensitive manner through the [Children's Justice Act Partnerships for Indian Communities](#) grant program. In 2009, OVC funded a 3-year demonstration project to identify promising practices for domestic minors subjected to [sex and labor trafficking](#). [Children exposed to dangerous drugs](#) by their parents, such as methamphetamine, are the focus of action as well.

Child pornography, child sex tourism, and other forms of exploitation of young people are proliferating, thanks to the omnipresence of the Internet. OVC, in partnership with other agencies, is working to address such challenges from the standpoint of the services these victims need to recover. Additional child-focused programs and initiatives are described throughout this report. The well-being of America's most important resource—its children—is a priority echoed in many of OVC's major programs and services.

organization is incorporating communication with populations that are underserved because of historic barriers such as culture, language, sexual identity, or remote location.

Our House, Inc., in Greenville, Mississippi, is developing one such program in five rural counties in Mississippi. The community-based organization is working with schools and faith-based organizations to target African American youth, ages 10–24, who have been affected by domestic violence, sexual assault, dating violence, or stalking. Young people in the area are playing an active part in developing and disseminating materials for public outreach, as Our House believes that peer-to-peer

communication will lend credibility to important messages on staying safe, avoiding violence, and locating resources when needed.

Action Partnerships for Professional Membership and Affiliation Organizations

Under this grant program, which also focused on the needs of children exposed to violence in FY 2010, OVC awarded approximately \$250,000 to each of six national membership, professional, and community service organizations to address

gaps in the field by training professional members and affiliates to better serve and promote the rights of children exposed to or victimized by violence. Two of the six organizations are focusing on medical and mental health assistance ([American Academy of Pediatrics](#) and [American Psychological Association](#)); two are concentrating on children in the justice system ([National Council of Juvenile and Family Court Judges](#) and [NCVLI's National Alliance of Victims' Rights Attorneys](#)); and two are nonprofit victim serving organizations ([National Center for Victims of Crime](#) and [National Children's Alliance](#)).

VICTIMS OF ELDER ABUSE

In the United States, elder abuse is garnering the increased attention of victim advocates and criminal justice, medical, and other professionals as more people are living longer lives. In fact, the U.S. Census Bureau projects that more than 62 million Americans will be 65 years old or older in 2025, an increase of 78 percent from 2001.¹¹ This aging population will require more care and protection than is currently available, including assistance to older victims of physical, emotional, sexual, and verbal abuse; financial exploitation; and neglect.

Identifying and assisting victims of elder abuse poses special challenges, as the perpetrator may be a family member or caregiver on whom the victim is dependent for food, shelter, and other basic necessities of life. Whether the older people reside at home or in an institutional setting, they have an ongoing relationship with their abuser and an expectation of trust. Older victims may be reluctant to acknowledge the abuse, report it, or testify about it—especially when the abuse occurs at the hands of a loved one—for fear that they might lose their independence. Additionally, when the abuser is a family member, the victim may simply want the abuse to end—they do not want to see loved ones arrested or punished.

OVC recognizes the complex challenges inherent in identifying instances of elder abuse and providing skilled, competent services to victims. In FYs 2009 and 2010, OVC continued to support the

efforts of service providers and allied professionals to address elder abuse and integrate an understanding of the dynamics of abuse, wherever it occurs. OVC-funded resources include training curricula and educational multimedia packages for a wide variety of audiences.

Building Skills Among Service Professionals

In 2010, with support from OVC, the International Association of Forensic Nurses completed development of a training curriculum for nurses on identifying and responding to elder mistreatment. The **curriculum**, which is available online, provides convenient, easy access to learning opportunities of value to practitioners in a variety of nursing disciplines. Also in 2010, OVC TTAC completed development of a training curriculum for service

professionals based on curricula previously designed for other audiences. This training was introduced at OVC's semiannual National Victim Assistance Academy **Professional Skills-Building Institute** in August 2010, and is scheduled for subsequent presentation. The topic of elder abuse is also included in OVC's comprehensive online training curriculum for service providers, **VAT Online**.

In 2009, the Academy of Excellence at San Diego State University's School of Social Work was awarded funding under the Recovery Act to support the development of training modules to strengthen the capacity of adult protective services professionals to serve victims of elder abuse. The modules are scheduled for release in 2012.

Through all of these trainings, professionals are learning to identify the signs of elder abuse, understand its effect on victims, respond proactively

¹¹ K. McCoy and B. Hansen, "Special Report: Havens for Elderly May Expose Them to Deadly Risks," *USA Today*, May 25, 2004, 1A. (Cited in topical information on elder abuse, National Institute of Justice Web site, accessed April 15, 2011).

to situations in which elder abuse is suspected, and assist victims of this crime.

New Multimedia Products Inform Specific Audiences

In 2010, OVC released *In Their Own Words: Domestic Abuse in Later Life*, a two-DVD set and training guide produced under a grant to the National Clearinghouse on Abuse in Later Life of the Wisconsin Coalition Against Domestic Violence. The videos use the voices of older victims to facilitate a dialog among a range of professionals about the dynamics of abuse, the barriers that victims have to overcome to live free from abuse, and interventions and potential collaborations that may be effective in such cases.

In addition to individual segments on victims, family members, and victim service professionals, the DVDs include several topical segments, a montage of victim and advocate speakers designed for use by policymakers, and an interactive role-play that illustrates how abusers can be identified through conversational cues. The guide provides background information on the victims

MISS MARY: "THERE'S A MONSTER IN THE HOUSE"

One of the most unforgettable voices of *In Their Own Words* is that of Miss Mary, a 96-year-old woman who, in an effort to avoid a nursing home, went to live with her grandson and his wife. After months of escalating mistreatment that included financial fraud and emotional abuse, Miss Mary was beaten and sexually assaulted by her grandson. She courageously fought back for hours and eventually succeeded in reaching 9-1-1. Essentially abandoned by family members, and supported only by the professionals assisting her, Miss Mary gave clear and compelling testimony about the brutal assault, and her grandson was convicted and sentenced to a long prison term. Miss Mary found a safe environment in a nursing home selected by caseworkers, but lost her cherished independence.

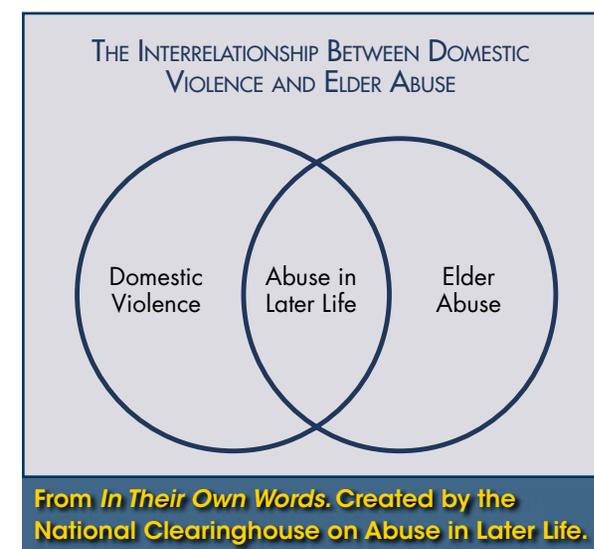
and discussion questions that may be used to tailor presentations to a wide variety of professional audiences.

Soon after its 2010 release, the training package became the most popular publication requested through the OVC Resource Center.

In 2010, OVC also released three training DVDs to enhance the understanding of elder abuse within specific professional disciplines:

- **Responding to Elder Abuse: What Community Corrections Should Know**
- **Responding to Elder Abuse: What Law Enforcement Should Know**
- **Responding to Elder Abuse: What Judges and Court Personnel Should Know**

The videos provide information on how to detect elder abuse and neglect in the context of one's professional role, and offer suggestions for how professionals may respond when confronted with elder abuse in the course of their work.



VICTIMS WITH DISABILITIES

Providing appropriate services to crime victims with disabilities presents a dual challenge to service professionals and agencies. First, studies report that some members of this population are up to twice as likely to experience violent crime as the general public.¹² Second, despite this rate of victimization, many victim assistance agencies report that they rarely serve crime victims with disabilities, because acts of physical aggression, domestic violence, sexual assault, and other crimes against these individuals often go unreported. Raising awareness of available services and making those services more accessible may help close the gap between services needed and services provided.

Through strategic partnerships with key organizations, practitioners, and advocates for individuals with a variety of disabilities, OVC works to provide victim-centered, evidence-based training products and practical resources that, ultimately, will improve delivery of services. This includes supporting the work of grantees—many of whom are national leaders in the field—in the development of demonstration projects, national training and technical assistance initiatives, and conferences in order to equip a wide range of service professionals with the knowledge and skills essential to effectively serving crime victims with disabilities.

OVC Funds Development of Resources To Build Awareness and Skills

To provide services in a safe, effective manner to a person with a disability, service providers need to know how a specific disability may affect an individual and how trauma and stress may exacerbate some characteristics, such as unusual speech patterns. First responders and other service professionals must learn to adjust how they usually interact with victims to ensure that victims with disabilities have an opportunity to provide input into their own care, express their needs, share their experience, and participate in the criminal justice process to the same extent as other victims.

In FYs 2009 and 2010, OVC funded the development of several major resources for informing and educating service professionals:

- ***Promising Practices for Serving Victims With Disabilities***, an online toolkit and companion bulletin released in early FY 2009, identifies and addresses issues and obstacles encountered by people with disabilities who have been victimized or abused. The information is intended to help organizations build their overall capacity to respond to victims with disabilities.
- ***Victims With Disabilities: Collaborative, Multi-disciplinary First Response***, a training package comprising a DVD and training manual developed under the guidance of a national advisory board, demonstrates effective techniques for first responders called to the scene of a crime in which the victim has a communication and/or intellectual disability. Since its release in March 2009, more than 5,250 copies of this popular multimedia resource have been disseminated.

¹² Bureau of Justice Statistics, "Criminal Victimization in the United States 2008: Statistical Tables," Washington, DC: Bureau of Justice Statistics, 2008.

Service professionals can look forward to more resources in the near future. In FY 2007, OVC awarded two cooperative agreements of \$700,000 each to the **Disabled Persons Protection Commission** in Quincy, Massachusetts, and **SafePlace** in Austin, Texas, to adapt and replicate their respective multidisciplinary response models in three statewide or community-based pilot sites across the country. As of March 2011, the two grantees have completed onsite activities and are finalizing the resulting replication guides and training materials. OVC anticipates that the programs will increase the reporting of victimizations and help ensure that victims with disabilities receive comprehensive, quality services while being afforded their fundamental rights, such as equal access to the criminal justice system.

OVC Funds Specialized Training at National Conference

OVC provided funding through two cooperative agreements of \$550,000 each for NCVC and Washburn University of Topeka's Joint Center on

Violence and Victim Studies to coordinate, develop, and administer state-of-the-art, multidisciplinary training at the National Professional Training Conference on Responding to Crime Victims with Disabilities. Held September 30–October 2, 2009, in Denver, Colorado, the conference was attended by 531 participants, with excellent feedback from nearly all in attendance. For example, 94 percent of attendees indicated that the conference met their educational objectives.

To help ensure the continuing professional development of victim service professionals who provide assistance to victims with disabilities, a portion of the funding provided for \$252,988 in scholarships to facilitate attendance at the conference. Scholarship recipients included 46 individuals (\$43,798) and members of 49 multidisciplinary teams (\$209,150).

At the conference, BJS presented its first findings about nonfatal violent and property crime experienced by persons with disabilities. The findings were drawn from the **National Crime Victimization Survey** and based on questions developed

to meet the mandates of the Crime Victims with Disabilities Awareness Act of 1998.

As part of the overall funding for the conference, the grantees developed a **Web site** where conference materials could be accessed. All materials were made available in alternative formats; presentations could be accessed online or on a conference CD.

In FY 2010, funding was awarded for NCVC to develop a second conference in partnership with the Joint Center on Violence and Victim Studies, to be held in December 2011. Online information for the upcoming conference can be found on the conference **Web site**.

OVC's collective initiatives continue to raise awareness and better serve this special population of crime victims. Partnerships forged between the disability and victim advocacy fields unite well-intentioned but individual efforts into a strong collective voice for fundamental justice for all victims, including those with disabilities.

FAMILIES OF HOMICIDE VICTIMS

In 2009, an estimated 15,241 persons became victims of homicide in the United States.¹³ For each life that is tragically cut short by homicide, there are family members, loved ones, and friends whose lives are suddenly changed forever. In many instances, homicides have a demonstrable impact on entire communities. It is critical that all those affected by this crime receive skilled support in order to come to terms with their loss and begin to reclaim their lives.

Intensive Case Management for Family Members of Homicide Victims

The specific needs of family members of homicide victims may be greater and more individualized than most victim assistance programs are prepared to address. In recognition of the urgent need for proven resources for service professionals,



OVC is funding a 3-year demonstration project in which three agencies will identify promising practices for providing comprehensive, coordinated services to this population. The main objective is to streamline access to vital support services to survivors in both urban and rural areas.

The clinical case manager hired under this demonstration project has been trained in evidence-based, trauma-focused treatments (e.g., trauma-focused cognitive behavioral therapy, complicated bereavement treatment, behavioral activation for depression, prolonged exposure for posttraumatic stress disorder, and parent-child interaction therapy). The grantees are also experienced in conducting community needs assessments to establish a baseline understanding of the needs of families within a specific geographic area.

For the first 2 years of the demonstration project, each of the grantees developed an enhanced strategy for delivering victim services that included early intervention techniques, an intensive case management approach to working with families, and the provision of a more comprehensive array of services to address the needs of all family members, including young children and sibling survivors. The grantees also evaluated the effectiveness of the enhanced victim service model and developed policies and procedures to help sustain and replicate the model.

In 2011, grantees will work with OVC to develop a Web-based product that highlights lessons learned at each site and provides a variety of tools and resources for other organizations that want to replicate any of the models in their state or local area.

¹³ Federal Bureau of Investigation, "Crime in the United States, 2009: Murder," Washington, DC: U.S. Government Printing Office, 2010, http://www2.fbi.gov/ucr/cius2009/data/table_01.html, accessed October 28, 2010.

Mental Health Services for Homeless Persons, Inc.

A community-based mental health provider in Cleveland, Ohio, **Mental Health Services for Homeless Persons, Inc.**, is developing an enhanced service model for survivors of homicide in urban settings that involves extensive collaboration with the detectives in the Cleveland Division of Police Homicide Unit and victim advocates with the Cuyahoga County Victim/Witness Service Center. The three agencies together established protocols to ensure that a comprehensive array of services could be quickly mobilized to address the practical and emotional needs of family members in the aftermath of a homicide.

Additionally, the Mental Health Services model demonstrates techniques for managing staff and avoiding staff burnout in a city where homicide rates are high and staff members routinely face extremely challenging cases. Staff members from the Mental Health Services Violent Loss Response Team (VLRT) often receive requests to assist

A CHALLENGING CASE WITH 1 PERPETRATOR AND 11 VICTIMS

October 30, 2009, marked the beginning of one of the most difficult cases in the 22-year history of Mental Health Services for Homeless Persons, Inc. The Violent Loss Response Team (VLRT) received a call from the Homicide Unit of the Cleveland Police Department reporting that three badly decomposed bodies had been discovered on a property on Cleveland's east side. The unit requested that the team stand by and prepare to accompany the police in notifying the family members once the identities of the deceased had been established.

Over the next several weeks, police discovered 11 bodies in the home of the alleged perpetrator, who was taken into custody. The crimes devastated the community and the Police Chief again requested that VLRT assist in responding to the tragedy. Identifying the victims and notifying their families was difficult, as there were many issues to work through with each family. Some of the victims had been reported missing but several had been estranged from their families and had no missing persons report on file. It was not unusual for VLRT to receive a call at any time giving the team 15 minutes' notice to meet the police at a family's home.

After delivering the notifications, VLRT remained with the families to provide crisis and counseling support and services, as the surviving family members' needs became apparent. VLRT helped by filing victim compensation applications (when appropriate), planning funerals, organizing repasts, collecting clothing for the deceased to be buried in and family members to wear, and accompanying families to the Coroner's Office in an attempt to get answers to often-unanswerable questions. VLRT also provided assistance with the guardianship process, probate issues, housing emergencies, employment problems, and emergent psychiatric needs.

Throughout 2010, the team facilitated meetings between family members and the investigators and prosecutors assigned to the case. Team members steadfastly ensure that the rights of family members are upheld throughout the prolonged, high-profile criminal justice process, and remain committed to providing families with case updates and other information in advance of its release through the media. To mark the 1-year anniversary of the date that the first victim was discovered, VLRT delivered flowers to the families of the 11 victims and to the 3 detectives who worked so closely with the team throughout the investigation.*

*Case information taken from unpublished status reports from the grantee to OVC.



families at the crime scene and during death notifications. For example, VLRT is working with the family members of 11 victims of a serial killer (see sidebar). This case illustrates the need for intensive coordination, advocacy, services, and emotional support for families in multiple-victim cases, including cold cases.

New Hampshire Department of Justice, State Office of Victim/Witness Assistance

New Hampshire is one of a handful of states where all homicide cases (with the exception of negligent homicides, such as vehicular homicide) are prosecuted out of one office—the Homicide Bureau of the Attorney General’s Office. In implementing the predominantly rural state’s centralized victim service response, the **State Office of Victim/Witness Assistance** is demonstrating how system-based victim/witness professionals can extend services beyond the courtroom to quickly mobilize resources to address a comprehensive array of needs wherever families are located—at the crime scene, at home, in school, or in a hospital. The office has also developed techniques for assisting survivors on cases involving intra-familial violence, such as intimate partner homicide and homicide/suicide cases.

National Crime Victims Research & Treatment Center

A division of the Department of Psychiatry and Behavioral Studies at the Medical University of South Carolina, the **National Crime Victims Research & Treatment Center** is implementing an enhanced service model for families of homicide victims residing in three rural counties near Charleston, South Carolina. Nationally known for its research on victim issues, the center is also locally known for providing evidence-based clinical interventions, support services, and outreach to families, including specialized services for family members of homicide victims and community outreach for underserved child victims. The center and its partnering agencies are demonstrating how a trauma-informed mental health provider can coordinate the service needs of family members across multiple jurisdictions.

CHAPTER 3

EMERGING CHALLENGES IN VICTIM SERVICES

To ensure an effective response to all victims of crime, OVC works to identify new types of crime and address their effect on victims, and continues to seek and respond to gaps in services for long-standing types of victimization.

- Human Trafficking
- Identity Theft and Financial Fraud
- Serving LGBTQ Victims of Crime



Responding to Victims of Human Trafficking video clip

HUMAN TRAFFICKING

One of the greatest affronts to civilization must be the ownership or subjugation of one person by another. In fact, human trafficking—including recruiting, harboring, transporting, providing, or obtaining a person for commercial sexual exploitation or forced labor¹⁴—is a form of modern day slavery. Unfortunately, human trafficking is a highly profitable criminal activity that generates more than \$9 billion in profits each year.¹⁵ At any given time, at least 12 million adults and children around the world are suffering the dehumanization and deprivation of forced labor, bonded labor, and commercial sexual servitude.¹⁶

The cornerstone of federal efforts to eliminate human trafficking is the Trafficking Victims Protection Act of 2000 (TVPA), Public Law 106-386, as amended. TVPA enhanced the federal response to trafficking in the United States by affording increased protections and resources for victims; defining human trafficking as a federal crime and enhancing penalties for offenders; and expanding the government's international prevention activities.

Since 2003, OVC, with funding authorized by TVPA, has supported the development and enhancement of programs to provide a broad array of trauma-informed, culturally appropriate services to trafficking victims. Such services include intensive case management, food and shelter, medical and dental care, mental health treatment, translation/interpretation, legal assistance and advocacy,

transportation, and literacy education, as well as around-the-clock response to emergencies. Initially, services focused on foreign national victims; however, in 2009 and 2010, OVC began supporting services for the needs of victims who are U.S. citizens or lawful permanent residents.

OVC-BJA Partnership Building Multidisciplinary Task Forces

For the past 7 years, OVC has partnered with DOJ's Bureau of Justice Assistance (BJA) to support the efforts of state, local, and territorial law enforcement agencies to form multidisciplinary task forces throughout the country to effectively respond to cases of human trafficking. BJA-funded law enforcement grantees coordinate their investigative

efforts with other local, state, and federal agencies, including the FBI, U.S. Attorneys' Offices (USAO), and Immigrations and Customs Enforcement, among many others, to proactively identify, rescue, and assist victims. They work collaboratively with an OVC-funded trafficking victim service provider who supports the immediate and ongoing needs of victims. With its victim-centered approach, this multidisciplinary, cross-agency collaboration strives to improve the response to victims of trafficking throughout the Nation.

In 2010, OVC and BJA released a joint grant solicitation, aiming to update the original task force model for contemporary relevance and lessons learned to date. The three task force sites funded under the solicitation are taking a comprehensive approach to combating sex and labor trafficking

¹⁴ As defined in the Trafficking Victims Protection Act of 2000.

¹⁵ U.S. Department of State, "Trafficking in Persons Report," Washington, DC: U.S. Government Printing Office, June 2009.

¹⁶ Ibid.

of both foreign nationals and U.S. citizens, including adult and minor male and female victims. Two awards of approximately \$500,000 each were made to each site—one award for law enforcement activities and the other for victim services—for a total of nearly \$3 million in funding for this expanded effort. This was the first OVC solicitation to support services to both foreign national and domestic victims under the same program. The grantees include the **Community Services Program, Inc.**, in Santa Ana, California, the **Salvation Army Chicago Metropolitan Division** in Illinois, and **YMCA International Services** in Houston, Texas.

Expanding Existing Services to Foreign National Victims

In FYs 2009 and 2010, OVC provided noncompetitive continuation funding to support comprehensive services for foreign national victims of human trafficking. In 2010, OVC permitted all grantees to expand their services beyond pre-certified victims to those that the U.S. Department of Health and Human Services (HHS) had not yet

OVC INCREASES SUPPORT FOR TRAFFICKING VICTIMS

As of December 2010, OVC's Services for Victims of Human Trafficking Initiative comprised 32 programs serving foreign national victims, 5 programs serving domestic minor victims, 3 programs providing services to all victims, and 1 program developing training and technical assistance support for youth-serving organizations.

formally certified as trafficking victims under TVPA, which were thus ineligible for HHS-funded support services. Specifically, OVC allowed ongoing case management and immigration legal assistance to these victims. This expansion addressed a gap in services, as HHS funding for case management services to certified victims is time-restricted and legal services are not provided.

Immigration Legal Assistance: A Critical Need

Immigration legal assistance is one of the critical service needs for foreign national victims of human trafficking, whether or not criminal charges are pursued against the perpetrators. During 2010, many OVC grantees helped victims obtain T visas and subsequent certification for benefits through the Office for Refugee Resettlement, without the

specific law enforcement endorsement through Continued Presence. Continued Presence is not provided to all trafficking victims, as it is a temporary immigration status provided primarily to victims and witnesses who are needed for the investigation and possible prosecution of a crime.

Recently, the YMCA of Greater Houston provided critical assistance to [21 victims of labor trafficking](#), helping them obtain T visa certification and, once certified, referring them to YMCA programs for help with legal employment, refugee resettlement, and other services.

Funding Service Models for Domestic Minor Victims

To better understand the needs of minor victims of human trafficking in the United States, OVC competitively awarded funding in 2009 for three victim



service organizations to develop comprehensive victim service models for U.S. citizens and lawful permanent residents under age 18 who are identified as victims of sex and labor trafficking, also known as domestic minors. This 3-year demonstration project will identify promising practices in the delivery of a wide array of services to domestic minors who have been subjected to sex and labor trafficking, as defined by TVPA. The three pilot sites are **Safe Horizon** in New York, New York; the **Salvation Army Metropolitan Division** in Chicago, Illinois; and the **Standing Against Global Exploitation Project, Inc.** in San Francisco, California.

Each of these sites is required to provide a comprehensive range of services to victims of sex and labor trafficking who are U.S. citizens or lawful permanent residents under age 18. They also must develop, enhance, or expand the community response to domestic minor victims of all forms of human trafficking and produce a final report about project implementation that OVC may share with the victim services field to encourage similar programs in additional cities. The demonstration program is already showing results, as evidenced by the **Salvation Army's STOP-IT Program in Chicago**.

In addition to funding these three demonstration projects, OVC, through the National Institute of Justice, supported a 3-year grant competitively awarded to the **Research Triangle Institute** (Research Triangle Park, North Carolina) in 2009 to conduct a participatory process evaluation of the projects. The evaluation will document the components of program implementation for each of the sites; identify promising practices for service delivery programs for domestic minor trafficking victims; and inform delivery of current and future efforts by youth-serving agencies, law enforcement, and other service providers.

Recovery Act Funding Increases Support to Domestic Minor Victims

OVC also provided grant funding to the Seattle Police Department and the **Sexual Assault Resource Center** (SARC) to provide ongoing case management for domestic minor victims in Seattle, Washington, and Portland, Oregon, respectively. Funding was also provided to **Girls Educational and Mentoring Services** in New York, New York, to provide training and technical assistance to youth-serving organizations throughout the country on commercial sexual exploitation and trafficking of young women. These awards were made with Recovery Act funds.

Training, Technical Assistance, and Other Outreach

A cornerstone of OVC's efforts to ensure quality services to victims of human trafficking is the provision of training and technical assistance to victim service providers, law enforcement, and allied professionals in the anti-human trafficking community. In FYs 2009 and 2010, OVC TTAC provided such

training and technical assistance through various conferences, trainings, and the development of key resources.

- OVC and BJA cohosted the first Regional Training Forum in December 2009 in Tampa, Florida, to provide intermediate to advanced training to law enforcement officers, service providers, victim-witness coordinators, and prosecutors. The forum brought together BJA-funded law enforcement task force grantees, OVC-funded victim service providers, and independently or state-funded task forces based in the southern and southeastern United States.

Trafficking criminal networks are rarely contained within a particular city, county, or state, so the forum focused on facilitating direct regional, multistate coordination and collaboration among the task forces that would continue long after the event. As one law enforcement participant observed,

I just wanted to compliment you again on an outstanding job...[The forum] turned into one of the best active intelligence exchanges I have attended with law enforcement in a long time.

OVC RELEASES NEW RESOURCE FOR ANTI-TRAFFICKING TASK FORCES

In 2010, OVC TTAC developed the [*Anti-Human Trafficking Task Force Strategy and Operations e-Guide*](#), a comprehensive online resource for anti-trafficking task forces to use in developing or strengthening their operations. The e-guide provides direction on how to form and develop task forces; ideas for revitalizing and restructuring task forces; creative strategies, practical examples, and lessons learned from the anti-trafficking field; and suggestions for centralizing links to tools, training, and other resources. The e-guide is designed for both federally and non-federally funded task forces.

OVC developed the e-guide in partnership with BJA, DOJ's Civil Rights Division, U.S. Attorneys' Offices, and the FBI, with additional input from other federal agencies, service providers, and law enforcement agencies. The initial offering of the e-guide was based on the lessons learned from DOJ-funded task forces working to combat the trafficking of foreign nationals from 2005 to the present. Considered a living resource, the e-guide's public release in 2010 was the first step in the development of a more comprehensive tool that will ultimately address all forms of human trafficking.

I think this was in part because this was a regional training, where patterns and cases were seen crossing into each other's backyards.

- DOJ's 2010 National Conference on Human Trafficking: The TVPA Decade brought together 720 victim service providers, federal and local law enforcement agents, Assistant U.S. Attorneys, federal agency representatives, and other stakeholders to discuss new anti-trafficking cases and receive vital information that will help them better investigate human trafficking cases, assist victims, and prosecute traffickers. Keynote speakers included Attorney General Eric H. Holder, Jr., and Secretary of Labor Hilda L. Solis.

- The Department's commitment to serving tribal communities as well as human trafficking victims prompted OVC to focus on trafficking of AI/AN women and children. Discussions initiated by tribal advocates, as well as internal coordination with the Office on Violence Against Women, led OVC to convene the first Department Focus Group on Human Trafficking of AI/AN Women and Children on August 25–26, 2010. [Key findings and recommendations](#) were shared with tribal leaders at a Departmental tribal consultation session on October 4, 2010, in Spokane, Washington.

IDENTITY THEFT AND FINANCIAL FRAUD

Today, the United States is facing an increasing number of identity theft crimes, with an estimated 10 million Americans victimized in 2008.¹⁷ Victims often have no idea where to turn for help, may be traumatized by the sudden loss of control over their lives, and often face having to prove their innocence. Most service providers do not offer services for identity theft victims, as they have not been included in mainstream VOCA-funded assistance programs, nor have they been a priority of law enforcement, whose cooperation is essential for legal remedies to be put into action.

During FYs 2009 and 2010, OVC increased its focus on these underserved victims, funding projects to expand services for victims; convening service providers, responders, and advocates to develop better procedures for responding to victims; and raising the public's awareness of the impact of the

crime. OVC works closely with other DOJ agencies as a member of the Crime Victims' Rights Committee, organized in response to President Obama's Executive Order creating the Financial Fraud Enforcement Task Force in November 2009. In early 2010, the committee launched a public Web site,

www.stopfraud.gov, as a one-stop resource for victims and the public at large.

OJP's Working Group on Identity Theft (led by the Principal Deputy Assistant Attorney General and chaired by OVC) partnered with the National Cyber Security Alliance and the Anti-Phishing Working Group, as well as the FBI, the FTC, the Internal Revenue Service (IRS), the Departments of Homeland Security and Commerce, and other agencies, to sponsor a national cyber security awareness campaign titled "**Stop.Think.Connect.**" In 2010, the campaign was key to the promotion of October as National Cyber Security Month. The aim of the partnership, which included corporations such as Google, Intel, and VISA, was to motivate kids and adults alike to adopt a "second nature" of cyber security.

FUNDING TO STRENGTHEN PROVIDERS' NETWORKS AND PROGRAMS

In 2010, OVC awarded a national-scope training and technical assistance discretionary grant program, the Identity Theft Victim Assistance Networks Program, to Maryland Crime Victim Services, Inc., to help improve the capacity of regional, statewide, and community-based victim-serving coalitions to better assist victims of identity theft. One of the goals of this program is to foster better communication among programs to improve the current disparate response to the needs and rights of identity theft victims nationwide.

In 2009, OVC negotiated the transfer of VOCA funds to the Bureau of Justice Statistics so that a broader picture of the impact of identity theft could be included in the National Crime Victimization Survey (NCVS), which provides policymakers with detailed information about victims and the consequences of crime. Previously, the emotional impact of identity theft and financial fraud on victims had not been a standard question—only the victims' financial losses.

Subsequently, OVC used the findings of the 2008 Identity Theft Supplement to the NCVS (published in 2010) to gauge the impact of identity theft on victims' work, school, family relationships, and level of distress; and to see how the emotional impact of identity theft on victims could be compared to the emotional impact of other crimes. Reviewers found that many identity theft victims reported feeling moderate to severe distress at levels similar to victims of some types of violent crime.

¹⁷ Javelin Strategy and Research, *2009 Identity Fraud Survey Report: Consumer Version*, Pleasanton, CA: Javelin, 2009.



OVC Launches New Training and Information Resources

In FYs 2009 and 2010, OVC funded the development of two major training, information, and capacity-building resources, both targeted to a broad range of professionals working with victims of identity theft. In 2010, OVC released a new online training curriculum, **Identity Theft: Supporting Victims' Financial and Emotional Recovery**, which incorporates interactive multimedia features

A THIEF IN THE FAMILY

The **Expanding Services To Reach Victims of Identity Theft and Financial Fraud** e-pub provides insight into the practical assistance service providers can offer to victims in difficult situations, such as victimization by a family member. For instance, a young woman in Atlanta, Georgia, was forced to make a difficult decision after being victimized by her younger sister, who had been pulled over by police after running a stop sign. Driving on a suspended license and at risk of being arrested, the girl lied and gave the officer her older sister's name, address, and other personal information instead of her own. Then she told her

to enhance users' learning experience. The curriculum, which has been accessed by more than 4,000 professionals to date, received a Silver Davey Award for excellence in multimedia. The U.S. Postal Service uses the course as part of its employee development program, and it has been shared with numerous other agencies and organizations, including the IRS, the FTC, and the Identity Theft Passport Advisory Council.

At the National Center for Victims of Crime 2010 National Conference, OVC previewed a new e-publication, **Expanding Services To Reach Victims of Identity Theft and Financial Fraud**, and released it nationwide the following month. This online resource summarizes the 2-year efforts of **four OVC grantees** to expand their services for assisting victims at the local, state, regional, and national levels. It includes practical tools for setting

up program infrastructure; training staff, pro bono attorneys, law enforcement, and other professionals; equipping victims with the necessary information to help themselves; and staging an effective public outreach campaign—all without a major outlay of financial or human resources.

OVC and Partners Advance Response to Identity Theft

In April 2010, OVC hosted a meeting with identity theft experts, including the FTC, the American Bar Association's Center on Children and the Law, and the Identity Theft Resource Center, to explore effective responses to the needs of children whose personal identifying information is compromised, thus jeopardizing their future credit, job prospects, and civil liberties. As a result, the FTC scheduled a

July 12, 2011, forum on dealing with child identity theft and possible solutions from both the public and private sectors. The forum will also address the issue of data security and how to protect children's information at home and school, including specific issues pertaining to children in foster care.

OVC provided online opportunities for sharing best practices in 2009 and 2010 through two **Web Forums**—“Addressing Child Identity Theft as Financial Exploitation” and “Child Victims of Identity Theft.” Discussion topics ranged from addressing the needs of foster children, who may be especially vulnerable, to the need for further research in this area of victimization.

OVC Provides Technical Assistance to Policy Academy

OVC is an active member of the National Governors Association's Strategic Policy Council on Electronic Crime, which was established to assist policymakers in responding to threats of cyber and electronic crime. With funding from the National Institute of Justice and faculty assistance from OVC, the council convened a Policy Academy in Washington, D.C., in August 2009 for four model states—Minnesota, Maryland, Michigan, and Ohio—to develop a strategic plan and a road map to combat identity theft more effectively. OVC assisted multidisciplinary teams comprising policy

advisors, criminal justice practitioners, and victim advocates in their efforts to improve the procedures for collecting crime reports from victims, sharing information among law enforcement agencies, and studying how disparate information across jurisdictions is analyzed.

As part of a capacity-building effort, OVC met with key stakeholders in the four states to ensure that the rights and needs of identity theft victims were included in their strategic plan for combating identity theft. The resulting plan will serve as a catalyst for reporting, investigating, and prosecuting identity theft at the state and local levels.

SERVING LGBTQ VICTIMS OF CRIME

Among the many challenges to the victim service field today is the provision of culturally competent services to victims whose perceived or identified sexual orientation and gender identity may distinguish them from mainstream outreach, advocacy, and direct assistance. According to a 2009 survey, members of the lesbian, gay, bisexual, transgender, and queer/questioning (LGBTQ) community throughout the country suffer disproportionately from violent crime, prompting the authors of the survey report to characterize this victimization as “largely unseen, unreported, and unserved.”¹⁸

OVC supports capacity-building programs aimed at improving access to effective, relevant, equitable services for LGBTQ victims and raising public awareness about critical issues such as sexual violence among LGBTQ persons, intimate partner violence among teens, and criminal acts motivated by cultural bias and discrimination against all ages within this population. In FYs 2009 and 2010, OVC funded new training, technical assistance, and demonstration projects to help professional organizations and individuals establish and integrate culturally sensitive, accessible assistance to LGBTQ victims of crime.

OVC Funds Projects To Establish, Expand LGBTQ-Specific Services

OVC is working to remedy gaps in services to all members of the LGBTQ community, including transgender victims of crime. In 2009, OVC provided funding made available through the Recovery Act for **FORGE, Inc.**, to report on three to four pilot projects that will focus on providing culturally responsive services to transgender sexual assault survivors. FORGE will evaluate these pilot projects, which will involve sexual assault provider/transgender community coalitions working to improve the response to LGBTQ victims in their jurisdictions. FORGE also will write and disseminate the projects’

end product, *A Guide to Systems Change: Servicing Transgender Sexual Violence Survivors*, which is slated for release in 2012. Then other organizations may use the guide to replicate the projects in their own communities.



¹⁸ M. Ciarlante and K. Fountain, *Why It Matters: Rethinking Victim Assistance for Lesbian, Gay, Bisexual, Transgender, and Queer Victims of Hate Violence and Intimate Partner Violence*, Washington, DC: The National Center for Victims of Crime and the National Coalition of Anti-Violence Programs, 2010.



In FY 2008, OVC awarded funding for **WEAVE, Inc.**, to create a community outreach campaign to raise awareness about healthy relationships and provide resources for LGBTQ survivors of intimate partner violence. The resulting Washington, D.C.-based "Show Me Love DC!" campaign included messages posted throughout the Metro bus transit system; a dynamic **Web site** incorporating survivor-related information with special features contributed by survivors; community-based workshops; and representation at LGBTQ Pride and domestic violence awareness events. All of the project materials were created in English and Spanish.

An informal survey of LGBTQ community members and local and national-scope service providers following the launch of the campaign yielded very positive feedback. One U.S. city has already contacted WEAVE, Inc., for assistance with replicating the "Show Me Love!" model.

Special Projects Focus on Young LGBTQ Victims

Teens experience a troubling rate of violence within the context of their social lives, and LGBTQ

teens are no exception. According to **Break the Cycle**, an OVC grantee working to prevent and respond to dating violence, one in three teens will experience abuse in a dating relationship, and more than two thirds of them will not report it.

Including the LGBTQ Community in Youth Outreach

In FYs 2009–2010, OVC's support of Break the Cycle's public awareness outreach made possible the production of *Hear My Voice*, a booklet that provides information about the dynamics of dating violence; victims' legal rights, including restraining orders; and other services available to teens, including the LGBTQ population. Break the Cycle also recently developed an LGBTQ-specific pamphlet that includes information on dating violence, as well as an LGBTQ-specific palm card that provides critical information on the warning signs of abuse and directs crime victims to the resources that are available for victims.

Implementing Underserved Teen Victims Initiative

In FY 2009, OVC awarded funding for the National Crime Prevention Council to partner with NCVC to

implement the Underserved Teen Victims Initiative, which identifies promising strategies for reaching and supporting underserved populations of teen victims, including LGBTQ youth, and builds the capacity of service professionals to reach and support these young victims. The project is developing training and other resources for 24 sites that are creating culturally sensitive, youth-led campaigns to raise awareness about teen victimization. A promising practices guidebook will be generated, as well as training materials, both of which are planned for release in late 2011.

As part of this initiative, the following four sites are focusing on LGBTQ youth services:

- The **Kansas City Anti-Violence Project** in Missouri is developing outreach materials with input from the youth they serve.
- The **Mississippi Band of Choctaw Indians** is developing culturally specific outreach that will be inclusive of LGBTQ youth.

OVC TTAC OFFERS NEW LGBTQ-SPECIFIC TRAINING

OVC TTAC, which develops and presents national accredited training, will offer a new, 2-day workshop on “Serving LGBTQ Victims of Crime” in Minneapolis, Minnesota, October 18–19, 2011. The training will provide victim advocates and allied professionals with the knowledge and skills required to address the needs of this specialized population of victims. The training will include information about LGBTQ identities; language and terminology; and issues of bias, stigma, and discrimination. The course also will cover crisis response; legal response; the impact of trauma; and strategies for working productively with LGBTQ victims of crime.

- At United General Hospital in Sedro-Woolley, Washington, the **V.O.I.C.E. (Voicing Our Ideas, Challenging Everyone) Youth Coalition** facilitates an LGBTQ support group and, with funding from the initiative, is expanding services to area LGBTQ teens.

The **YWCA of Greater Cincinnati** is expanding its school outreach to address bullying and harassment based on sexual orientation.

The youth sites are developing a broad range of public awareness materials such as documentaries, presentations, PSAs, posters, and fliers, and

have been holding special events throughout the project.

In addition to the specific challenges described in this report, OVC is committed to addressing the needs of all special populations—enduring and emerging—as they are identified and assessed. OVC anticipates that the research and recommendations yielded by the **Vision 21** strategic initiative will provide invaluable guidance on setting priorities for the coming decade.

CHAPTER 4

PUBLIC AWARENESS, EDUCATION, AND OUTREACH

OVC's support services strengthen the victim services profession, increase awareness of crime victims' rights and services, and provide a variety of tools to support organizations in their work.

- Increasing Public Awareness of Victims' Rights and Services
- Building Leaders and the Profession
- Information Resources



*Remarks from Attorney General Eric H. Holder, Jr., at the 2009
National Crime Victims' Rights Week Candelight Ceremony*

INCREASING AWARENESS OF VICTIMS' RIGHTS AND SERVICES

Increasing the public's awareness of the rights of crime victims and reaching out to victims themselves to ensure they have access to skilled, compassionate services is a critical aspect of OVC's mission. In FYs 2009 and 2010, OVC continued to promote public awareness and outreach through its annual sponsorship of National Crime Victims' Rights Week (NCVRW), as well as its support of other observances and events held by leading victims' rights organizations across the country. Other national annual events include RAINN Day, which raises awareness of sexual assault on college campuses, and the National Day of Remembrance for Murder Victims, which honors homicide victims and their loved ones.

National Crime Victims' Rights Week

The cornerstone of OVC's public outreach, NCVRW was first proclaimed in 1981 by President Reagan, who called for "a renewed emphasis on, and an enhanced sensitivity to, the rights of victims." Every

year, during a designated week in April, communities throughout the Nation hold public rallies, candlelight vigils, and a host of fundraising and commemorative activities to promote awareness and support of victims' rights, needs, and services.

As an annual prelude to NCVRW, OVC hosts the National Observance and Candlelight Ceremony and the National Crime Victims' Service Awards Ceremony to pay tribute to crime victims and those who serve them. Held in Washington, D.C., both events provide a national platform for victims to share their inspirational stories of triumph over tragedy. In 2009 and 2010, OVC was honored to host two guest speakers—[Quincy Lucas](#) and [William Kellibrew](#)—who have turned their personal tragedies into public advocacy on behalf of crime victims.

National Crime Victims' Service Awards

The National Crime Victims' Service Awards are the most prestigious federal honor bestowed on victim service providers, advocates, volunteers, allied professionals, organizations, and others who inspire the field. At the National Crime Victims' Service Awards Ceremony, the Attorney General honors individuals and programs for their visionary work in eight award categories: the National Crime Victim Service Award, the Award for Professional Innovation in Victim Services, the Volunteer for Victims Award, the Allied Professional Award, the Ronald Wilson Reagan Public Policy Award, the Crime Victims Fund Award, the Federal Service Award, and the Special Courage Award.



Because compassionate, highly skilled service providers and allied practitioners play a vital role in sustaining hundreds of national, regional, and local victim assistance programs, OVC conducts an extensive nomination and evaluation process each year to identify individuals and organizations that demonstrate outstanding service. To make this process more accessible and broaden the pool of nominees, OVC introduced a streamlined [online nominating form](#) in 2009 that combines improved accessibility and ease of use with the ability to conveniently track the status of applications.

Twenty distinguished professionals, organizations, and individuals whose work has touched countless victims were honored in 2009 and 2010. The honorees range from Dr. Daniel Man, a world-renowned plastic surgeon who has worked for a decade to erase the physical scars carried by victims of domestic violence, to Paula Lucas, an abused spouse who founded an international organization to provide services that were lacking in the aftermath of her victimization. Their compelling stories, and those of others who have been honored over the years, demonstrate the

compassion and resilience of the human spirit. Visit the [OVC Gallery](#) for profiles of the honorees for the past 5 years.

Tools Extend NCVRW Outreach

Resource Guide Helps Communities Promote Awareness

To help local communities promote awareness of crime victims and coordinate NCVRW events tailored to their own community's needs, OVC funds an annual NCVRW Resource Guide. In FYs 2009 and 2010, the guides were developed under a grant to NCVC. The guide, which features a short DVD that introduces the current year's theme, includes suggestions for media involvement, tips for strengthening organizational efforts to support victims, and strategies for maximizing community awareness of victims' rights and issues. OVC disseminates some 12,000 print versions of the guide annually. An [online version](#) of the Resource Guide is also made available; in 2010, approximately 91,000 users visited the online version, with 16,831 users downloading the entire guide.

As a special feature of the 2010 Resource Guide, OVC introduced "[Be the One](#)", a 30-second public service announcement (PSA) to raise awareness of the issue of children exposed to violence. The PSA can be tagged with local contact information and played in community media markets. Although OVC does not currently have a mechanism to track the number of times the PSA has been aired, it has been downloaded more than 834 times to date.

U.S. Postal Inspection Service Publicizes NCVRW

In 2009 and 2010, OVC continued its successful collaboration with the U.S. Postal Inspection Service to raise awareness of victims' rights and services by focusing on customers frequenting post offices during the month of April. NCVRW-themed posters were displayed in more than 15,000 post offices nationwide, with the potential for reaching almost 8 million customers per week. The goal of the campaign, which was augmented with counter displays containing take-away cards printed with toll free numbers for national victim service organizations, was to encourage those in

need of help to reach out to service providers and advocates.

Community Awareness Project Initiative

To further encourage communities to participate in NCVRW, OVC supports the NCVRW Community Awareness Project (CAP) initiative, providing up to \$5,000 for public awareness events and activities at the local level. Since 2004, with funding from OVC, the National Association of VOCA Assistance Administrators has competitively selected communities throughout the country to implement CAPs. In FYs 2009 and 2010, funding enabled more than 100 agencies from virtually every state to receive support for high-profile, low-cost projects, allowing them to incorporate innovative activities to inform the public about victims' rights and services (see sidebar).

National Day of Remembrance and Other Events

September 25 was established as a National Day of Remembrance for Murder Victims as a result

of unanimously passed resolutions by the U.S. Senate on October 16, 2007 (S. Res. 326), and the U.S. House of Representatives on May 14, 2007 (H. Res. 223). This day honors the memories of murder victims and recognizes the impact of homicide on surviving family members and loved ones.

On September 25, 2009, with support from OVC, Parents Of Murdered Children, Inc. (POMC), the Maryland Crime Victims Resource Center

(MCSVRC), and Mothers Against Drunk Driving cosponsored the third annual National Day of Remembrance for Murder Victims. More than 150 participants attended the observance, which took place at the National Press Club in Washington, D.C. On September 25, 2010, with support from OVC, POMC and MCSVRC cosponsored the fourth annual National Day of Remembrance, also held at the National Press Club. More than 275 people

CAP ENABLES COMMUNITIES TO OBSERVE NCVRW

OVC's CAP initiative supported these outstanding NCVRW projects, as well as many others:

- **Anchorage, Alaska:** Victims for Justice kicked off the 2009 NCVRW with an awards ceremony to recognize crime victims, volunteers, and professionals. It also held its annual Victims for Justice Tree Ceremony, and created PSAs and other promotional vehicles for outreach.
- **Des Moines, Iowa:** In 2009, the Monsoon United Asian Women of Iowa created 2,000 reusable, environmentally friendly grocery bags bearing the NCVRW theme and the agency's information, which was translated into 12 Asian languages. The bags were distributed to 10 Asian stores throughout the city, providing important extended cultural outreach.
- **Guam:** In 2010, the Office of the Attorney General in the capital city of Hagatna, Guam, began NCVRW with a proclamation signed by the governor and a flag raising ceremony to highlight the week's events. Silent Witness Silhouettes were displayed and NCVRW posters, banners, and fliers were distributed to schools, agencies, organizations, and various public locations.
- **Grand Rapids, Michigan:** The Kent County Victim Witness Program began its 2010 NCVRW commemoration with an event at the courthouse to bring attention to victims' rights, by sharing one crime victim's experience. A video was created highlighting services available to county residents, as was a Facebook page listing related community events. The week closed with a service fair and candlelight vigil at the Grand Valley State University downtown campus.



attended the event, almost doubling the previous year's attendance.

OVC also supports specially targeted outreach such as RAINN Day, an annual event to raise awareness of the prevalence of sexual assault on college campuses and disseminate information about services available to victims. The grantee—[RAINN](#)—is the largest anti-sexual violence organization in the country. In 2010, OVC funded the development of a RAINN Day Planning Guide as

well as numerous promotional materials, including a compelling **public service announcement** stressing the rights of victims.

Additionally, OVC posts special features and information on its Web site to publicize nationally designated observances intended to honor victims and call attention to their needs, including National Stalking Awareness Month in January and National Domestic Violence Awareness Month in October.

Raising Awareness in Underserved Communities

OVC supports demonstration projects to raise awareness of crime victims' rights and issues in traditionally underserved communities challenged by language barriers and social/cultural isolation. In FY 2009, OVC funded seven organizations to develop campaigns on issues related to domestic violence and sexual assault that focused on

Native Americans; victims who are Deaf or hard-of-hearing; female victims with disabilities; Chinese-speaking victims of domestic violence; and LGBTQ youth. Some outreach materials were developed in multiple languages, including Bosnian, Russian, Iraqi Arabic, Dzongkha [Bhutan], Chinese, Hindi, Vietnamese, Korean, Spanish, Sudanese Arabic, Somali, Bantu [Democratic Republic of Congo], and other languages spoken by African immigrants.

In FY 2010, in support of the Attorney General's **Defending Childhood Initiative**, OVC focused on efforts to raise awareness about services for child victims of violence. Ten organizations received funding to raise awareness among underserved populations about the needs of young victims and to improve their knowledge about accessing services. For detailed information about the grantees and their specific problem-solving focus, visit Public Awareness and Outreach for Victims in Underserved Communities.

BUILDING LEADERS AND THE PROFESSION

Access to a wide range of training, technical assistance, and relevant resources is in ever-increasing demand as professionals strive to assist victims of both enduring crime as well as emerging types of victimization. The OVC Training and Technical Assistance Center (TTAC) provides leadership programs, education, training, and technical support to enhance the skills, knowledge, and overall professionalism of those committed to serving all victims of crime. OVC TTAC offers a broad range of educational opportunities to support OVC's mission to build the capacity of service professionals to provide knowledgeable, compassionate support to crime victims throughout the Nation.

National Victim Assistance Academy Develops Expertise at All Levels

In 2009 and 2010, The National Victim Assistance Academy (NVAA) presented spring and fall sessions at four widespread geographic locations: Dallas/Ft. Worth, Texas; Louisville, Kentucky; Portland, Oregon; and Washington, D.C. In 2009, 119 participants attended the academy, while 173 attended in 2010—an increase in participation of more than 60 percent. NVAA focuses on three distinct tracks tailored to each attendee's level of expertise: foundation-level training (track 1), specialized training (track 2), and the Leadership Institute (track 3).

NVAA integrates the latest advances in skills, knowledge, and theory to offer an unparalleled

educational experience. All courses are taught by teams of nationally recognized scholars, researchers, and practitioners with in-depth practical experience. Continuing Education Units (CEUs) were awarded to 70 attendees in 2009, and 123 attendees in 2010, for a total of nearly 200 participants adding to their professional credentials.

Upon completion, participants provided highly positive feedback about their learning experience:

"[The] instructors were very informative and I learned many new ways to deal with stressful situations. [The academy] opened my eyes to how different departments deal with victims."

"[I] came away with a better knowledge of how to work with people, how to network with other agencies, and how to better do my job as a whole."

OVC Regional Training Supports Victim Service Providers

In the 2009–10 reporting period, OVC TTAC delivered 16 training workshops, including 2 pilot trainings, to participants at varied locations throughout the country. In 2009, topics included compassion fatigue, supporting children living with grief and trauma, and elder abuse. New offerings for FY 2010 comprised fundraising and grant writing, other funding strategies for victim service providers, and supporting victims with disabilities. A total of 324 participants attended the workshops, with 289 of them receiving CEUs.

NATIONAL TRAINING AND TECHNICAL ASSISTANCE NEEDS ASSESSMENT

OVC's National Training and Technical Assistance Needs Assessment Survey was available online from August 21, 2009–August 31, 2010, and provided victim service providers and allied professionals with an opportunity to have input into future OVC training and technical assistance initiatives. The survey results help ensure that OVC TTAC is providing timely and proactive capacity-building resources that meet the identified needs of the field.

More than 840 individuals from 49 states, Guam, and Puerto Rico registered to complete the survey. More than 42 percent of the respondents were managers or administrators, and more than 39 percent were frontline staff working in victim services. Preliminary data from the survey identified the following topic areas as having the most need for critical training and technical assistance:

- Organization/program management: coordinated community response, collaboration/establishing partnerships, communications/marketing, program evaluation, funding/grant writing, strategic planning, and sustainability.
- Professional development: compassion fatigue/vicarious trauma/burnout, team building, leadership, cultural competence, and victims' rights.
- Program development: outreach and education, "train the trainers," resource development/referrals, program standards/promising practices, and curriculum development.
- Technology/management information systems: Web-based services, Web site design and management, database development/data storage, and distance learning.
- Program monitoring/evaluation: needs assessment/gap analysis, performance measurement, using evaluation data, customer satisfaction/feedback, and data collection and management.
- Victim-centered services: criminal justice support/advocacy, crisis response, legal advocacy, restitution/property return assistance, and service referrals.
- Capacity building around specific types of victimization: rape/sexual assault, victims with disabilities, domestic violence, victims of child abuse and neglect, and stalking.

Special Programs Provide Financial Support To Build the Profession

OVC TTAC manages specialized programs to assist and support service professionals in building their careers, so that OVC will realize its goal of providing each and every crime victim with skilled, compassionate assistance.

OVC Professional Development Scholarship Program

OVC offers professional development scholarships to those who work with victims of crime and are seeking continuing education opportunities. The program provides up to \$1,000 for individuals and up to \$5,000 for multidisciplinary teams of victim service professionals. OVC TTAC administers the scholarships; 432 scholarships were awarded in FYs 2009 and 2010, totaling \$376,530.

OVC National Conference Support Program

This national program supports the efforts of public or private, nonprofit organizations hosting

national conferences on victims' issues. Support is made available on a competitive basis to eligible organizations. During the reporting period, 25 organizations received \$910,013 in support for a variety of conference activities and scholarships.

OVC State Conference Support Program

This program is offered to organizations sponsoring state conferences that focus on enhancing victim services. It provided 19 eligible agencies and organizations with support totaling \$237,375 for costs related to speakers, meeting space, conference materials, audiovisual equipment, and scholarships.

Customized OVC Training and Technical Assistance

OVC TTAC offers specialized training and technical assistance to meet organizational needs, help build capacity, and improve the quality of services offered to crime victims. Year-round, OVC TTAC receives and processes applications from a variety of agencies and institutions requesting

help in building their capacity in a number of victim-focused areas. During the reporting period, OVC responded to 125 requests for training and technical assistance, totaling \$240,541 in support. Among the requests were those for [seminars](#) and [workshops](#) led by consultants who were not only subject-matter experts, but who possessed additional qualifications as well.

Online Curricula Enhance Access to Training Materials

OVC TTAC's online [Training Center](#) hosts downloadable curricula to offer high-quality learning experiences in accessible formats, at no cost to users. Among the new offerings are—

- ***Victim Impact: Listen and Learn***, geared toward helping offenders become more aware of the impact that crime has on victims, take responsibility for their actions, and begin to make amends. Since its launch on February 5, 2009, the curriculum has been accessed by 13,172 users.

- ***Ethics in Victim Services***, which explores common ethical conflicts and how to resolve them using ethical standards and decisionmaking processes. Objectives include increasing self-awareness and understanding of how attitudes and beliefs influence responses to victims of crime; becoming familiar with and applying the *Standards for Victim Assistance Programs and Providers*, developed by the National Victim Assistance Standards Consortium; and recognizing ethically questionable behavior. The course has been accessed and/or downloaded by 7,174 users since its launch in April 2009.

- ***Identity Theft Victim Assistance Online Training: Supporting Victims' Financial and Emotional Recovery***, which builds the capacity of service professionals to effectively serve victims of [identity theft and fraud](#) and assist with their financial and emotional recovery. The course, which merited a 2009 Silver Davey Award for creative excellence from the International Academy of the Visual Arts, has been accessed by more than 2,380 users to date.

INFORMATION RESOURCES

Effective information tools, resources, and networks are essential to the advancement of the victim assistance field. In FYs 2009 and 2010, OVC created, supported, and disseminated a broad range of informative and educational products to raise awareness of victims' rights and enhance services to victims of crime throughout the Nation.

While OVC TTTAC coordinates OVC's training and technical assistance activities, the OVC Resource Center (OVCRC) manages the publishing and distribution of information, increasingly through the agency's Web site, www.ovc.gov. In addition, OVCRC analyzes inquiries and makes recommendations to OVC about emerging trends in the field of victim assistance. As part of the National Criminal Justice Reference Service, OVCRC has access to the most comprehensive criminal justice library in the world.

OVCRC Focuses on Information and Knowledge Management

When victims and victim service professionals visit OVC's Web site, they have access to documents, tools, curricula, videos, and other materials, presented in a self-service fashion. In addition, OVC disseminates products via the following methods:

- **Hardcopy dissemination:** OVCRC disseminates thousands of publications and multimedia

products to service providers, advocates, and victims each year. In FYs 2009 and 2010, the center disseminated 88,000 publications and 65,000 products, respectively. Most were distributed to OVC's key constituencies through bulk mailings of high-profile publications or multimedia exhibits at national, state, and local events reaching out to underserved audiences.

In FYs 2009 and 2010, respectively, OVCRC's most ordered publications were *Victims with Disabilities: Collaborative Multidisciplinary First Response* and *In Their Own Words: Domestic Abuse in Later Life*. Both products were developed as comprehensive training resources for a wide range of service professionals and include a DVD and printed guide that focus on a historically underserved area of victimization. Other multimedia training packages in high demand included *The Forensic Interview: Training Techniques for Interviewing Victims with Communication and/or Cognitive Disabilities*; and *Victim*

Impact: Listen and Learn, an updated DVD and guide for corrections and other audiences that emphasizes the devastating effects of violent crime. Products providing training in underserved areas, and those offering comprehensive, up-to-date resources for all areas of victimization, are in great demand.

- **Conference support:** OVC supports exhibits at national professional events throughout the country, as well as events for smaller, statewide audiences such as State Victim Assistance Academies. During the reporting period, OVCRC staff participated in 90 onsite events and coordinated support for 106 events. Onsite support entails staffing an exhibit booth and distributing OVC publications and information on programs, grants, and online resources for service professionals. Through onsite support, OVC reaches field constituents and obtains information about emerging trends and issues to factor into resource planning for the future.

- **Information requests:** In 2009 and 2010, OVCRC information specialists processed some 1,600 inquiries through the “AskOVC” online service—primarily from service professionals, victims, and other parties concerned with victim assistance policies and practices. The most prevalent inquiries related to NCVRW, available funding, and resources for assistance, particularly on identity theft and financial fraud.



Special Web Tools Offer Increased Access to Information

OVC addresses the limited time and financial resources of members of the victim service field by presenting [training curricula](#) and other information resources online so that service professionals can access resources whenever it's convenient, without traveling from their own localities. OVC's award-winning Web site, which was significantly updated and streamlined in 2010, also hosts special tools to meet a wide range of needs of the field, including the following:

- **HELP for Victim Service Providers Web Forum:** The OVC Web Forum is a growing online community where service professionals can exchange information and share best practices by participating in discussions on numerous topics,



from stalking and teen dating violence to elder abuse and identity theft. In 2009, the site had 51,335 visitors. In 2010, there were 130,396 visitors—more than double the previous year.

- **OVC's National Calendar of Events:** OVC's online calendar lists upcoming conferences, workshops, and notable victim-related events; a special feature allows service professionals to add their own organizations' events. During the reporting period, there were nearly 66,000 visitors to the calendar.
- **Online Directory of Crime Victim Services:** This directory of more than 11,000 programs is a valuable resource for victims and professionals searching for nonemergency services. As with OVC's calendar, providers are invited to post relevant information about their organizations. In 2009 and 2010, there were more than 110,000 visitors to the directory.
- **Crimevictims.gov:** This Web site offers a wide range of information to victims needing assistance, providers seeking additional training, and volunteers interested in opportunities to

GOOD SAMARITANS: FILLING A GAP IN SERVICE AND GUIDANCE

When a former Mobile County, Alabama, District Attorney realized the immense gap between the need for and availability of victim services, he conceived the idea of the Good Samaritans program, in which caring citizens play a pivotal role in helping victims who might otherwise not be served. The OVC-supported program relies on an effective collaboration between law enforcement, faith-based organizations, businesses, and individuals.

Volunteers are trained and mobilized to provide services to victims, securing homes after break-ins, offering emotional support, and providing referrals. They serve the city's most vulnerable populations, such as older residents and people with disabilities, through this strong network. In 2009, OVC published the [*Good Samaritans: Volunteers Helping Victims Program Handbook and Training Guide*](#) to assist other communities in replicating this highly successful grassroots program. Many OVC-funded programs are showcased, shared, and their value extended many times through supporting publications and outreach.

help victims in their communities. It also provides numerous resources, including toll free numbers of national victim service organizations.

Products Respond to Needs of the Field

For more than 25 years, OVC has responded to the needs of the field with a broad range of publications and related products to educate, inform, and provide outreach on victims' rights and services. Advances in technology make it possible to provide information more efficiently and cost

effectively, primarily via the Internet. Virtually every new OVC publication is now made available on OVC's Web site, while sufficient hardcopy versions continue to be available, as needed, to ensure access to everyone. In addition to their advanced accessibility, online resources have the advantage of being relatively inexpensive to revise and update.

In FYs 2009 and 2010, OVC produced dozens of major communication products, which are listed in [Appendix F](#). Many of these publications are described in the corresponding subject-specific sections of this report. Readers are also invited to

browse through the publications and products in the [Library and Multimedia](#) section of OVC's Web site, which includes additional resources from other agencies.

Several OVC products were recognized with prestigious awards and honors during 2009 and 2010. The [2009 OVC Report to the Nation](#) won the Communicator Awards' Award of Distinction for Government Annual Report; while the OVC online publication, [Implementing SANE Programs in Rural Areas](#), received second place in the National Association of Government Communicators' 2009 competition. The [OVC Gallery Promoting Crime Victims' Rights and Services](#) garnered the 2009 Web Award for Advocacy Standard of Excellence from the Web Marketing Association, as well as the 2009 MarCom Platinum Award in the Web Site Overall category. (The MarCom Awards, presented by the Association of Marketing and Communications Professionals, recognize creative excellence in marketing and communications.) Additionally, the [NCVRW Online Resource Guide](#) won the 2010 Gold Award in the Media Kit/Special Event category.

END NOTE

RISING TO THE CHALLENGE, ONE VICTIM AT A TIME

In Michigan, an 11-year-old victim of abuse enters counseling despite her initial fears; eventually, she heals. In Texas, 21 immigrants escape deplorable working conditions and, as victims of labor trafficking, are surprised to find an ally in the American justice system. In Florida, a 96-year-old woman, abandoned by her family, recounts her sexual assault and sees her attacker go to prison.

OVC's work is an integral part of upholding justice for crime victims and helping ensure that they receive the help they urgently need, as did these victims. Recognizing the changes in today's society is essential to OVC's success, so that we can prepare service professionals, organizations, and others to respond skillfully and efficiently to those victimized by crimes which were unimaginable in the early days of the victims' rights movement.





Now the challenge is to determine the areas of greatest need and how to address them through research-informed, evidence-based practices, dynamic multidisciplinary partnerships, and effective strategies for addressing the emerging and enduring issues of this era.

For the Office for Victims of Crime, *the challenge is now the commitment.*



Appendices

- Appendix A: State Victim Compensation Distributions in FYs 2009 and 2010
- Appendix B: State Victim Assistance Distributions in FYs 2009 and 2010
- Appendix C: Tribal Victim Assistance Allocations in FYs 2009 and 2010
- Appendix D: Children's Justice Act Partnerships for Indian Communities Grant Programs Allocations in FYs 2009 and 2010
- Appendix E: Counseling and Faith-Based Services for Crime Victims in Indian Country Allocations in FYs 2009 and 2010
- Appendix F: Trafficking Victims Discretionary Grant Program Allocations in FYs 2009 and 2010
- Appendix G: Publications and Multimedia Produced in the Reporting Period

Appendix A

State Victim Compensation Distributions in FYs 2009 and 2010 (in \$)

STATE	FY 09	FY 10	TOTAL
Alabama	3,246,000	1,297,000	4,543,000
Alaska	572,000	666,000	1,238,000
Arizona	1,123,000	1,249,000	2,372,000
Arkansas	1,060,000	1,326,000	2,386,000
California	31,068,000	38,693,000	69,761,000
Colorado	3,560,000	4,671,000	8,231,000
Connecticut	1,095,000	1,567,000	2,662,000
Delaware	500,000	843,000	1,343,000
District of Columbia	2,953,000	3,432,000	6,385,000
Florida	11,687,000	13,192,000	24,879,000
Georgia	3,892,000	8,034,000	11,926,000
Hawaii	443,000	208,000	651,000
Idaho	1,314,000	1,356,000	2,670,000
Illinois	11,604,000	15,501,000	27,105,000
Indiana	2,270,000	2,707,000	4,977,000
Iowa	1,909,000	3,224,000	5,133,000
Kansas	1,327,000	1,488,000	2,815,000
Kentucky	343,000	650,000	993,000
Louisiana	896,000	863,000	1,759,000
Maine	162,000	180,000	342,000

Appendix A: State Victim Compensation Distributions in FYs 2009 and 2010 (in \$) (continued)

STATE	FY 09	FY 10	TOTAL
Maryland	2,186,000	2,719,000	4,905,000
Massachusetts	1,040,000	1,504,000	2,544,000
Michigan	1,363,000	1,242,000	2,605,000
Minnesota	1,417,000	1,227,000	2,644,000
Mississippi	470,000	1,116,000	1,586,000
Missouri	3,645,000	3,426,000	7,071,000
Montana	347,000	266,000	613,000
Nebraska	60,000	36,000	96,000
Nevada	2,085,000	2,971,000	5,056,000
New Hampshire	231,000	223,000	454,000
New Jersey	5,404,000	1,991,000	7,395,000
New Mexico	772,000	861,000	1,633,000
New York	10,838,000	11,355,000	22,193,000
North Carolina	2,482,000	2,996,000	5,478,000
North Dakota	300,000	179,000	479,000
Ohio	7,664,000	6,666,000	14,330,000
Oklahoma	1,381,000	1,758,000	3,139,000
Oregon	1,366,000	1,717,000	3,083,000
Pennsylvania	5,885,000	4,448,000	10,333,000
Rhode Island	712,000	751,000	1,463,000

Appendix A: State Victim Compensation Distributions in FYs 2009 and 2010 (in \$) (continued)

STATE	FY 09	FY 10	TOTAL
South Carolina	4,417,000	4,364,000	8,781,000
South Dakota	143,000	161,000	304,000
Tennessee	5,642,000	5,181,000	10,823,000
Texas	29,771,000	26,951,000	56,722,000
Utah	2,572,000	2,887,000	5,459,000
Vermont	222,000	208,000	430,000
Virginia	1,285,000	1,388,000	2,673,000
Washington	3,595,000	5,290,000	8,885,000
West Virginia	1,334,000	1,477,000	2,811,000
Wisconsin	1,012,000	934,000	1,946,000
Wyoming	647,000	288,000	935,000
Puerto Rico	556,000	199,000	755,000
Virgin Islands	95,000	116,000	211,000
American Samoa	0	0	0
Guam	0	0	0
North Mariana Islands	0	0	0
Total	181,963,000	198,043,000	380,006,000

Appendix B

State Victim Assistance Distributions in FYs 2009 and 2010 (in \$)

STATE	FY 09	FY 10	TOTAL
Alabama	5,588,807	6,322,522	11,911,329
Alaska	1,249,139	1,363,692	2,612,831
Arizona	7,595,425	8,655,966	16,251,391
Arkansas	3,616,869	4,072,931	7,689,800
California	40,622,608	46,204,706	86,827,314
Colorado	5,891,780	6,713,320	12,605,100
Connecticut	4,321,874	4,850,516	9,172,390
Delaware	1,453,044	1,594,492	3,047,536
District of Columbia	1,146,029	1,241,502	2,387,531
Florida	20,506,733	23,423,005	43,929,738
Georgia	11,072,703	12,654,247	23,726,950
Hawaii	1,906,163	2,101,544	4,007,707
Idaho	2,163,357	2,411,450	4,574,807
Illinois	14,583,006	16,464,282	31,047,288
Indiana	7,460,738	8,442,459	15,903,197
Iowa	3,777,510	4,219,345	7,996,855
Kansas	3,558,736	3,985,503	7,544,239
Kentucky	5,160,195	5,834,588	10,994,783
Louisiana	5,314,709	6,054,647	11,369,356
Maine	1,937,009	2,130,137	4,067,146

Appendix B: State Victim Assistance Distributions in FYs 2009 and 2010 (in \$) (continued)

STATE	FY 09	FY 10	TOTAL
Maryland	6,649,486	7,547,653	14,197,139
Massachusetts	7,593,010	8,653,257	16,246,267
Michigan	11,419,472	12,828,001	24,247,473
Minnesota	6,198,443	7,011,903	13,210,346
Mississippi	3,707,718	4,150,271	7,857,989
Missouri	6,952,952	7,903,903	14,856,855
Montana	1,556,032	1,705,616	3,261,648
Nebraska	2,446,747	2,721,598	5,168,345
Nevada	3,338,274	3,768,290	7,106,564
New Hampshire	1,936,302	2,137,895	4,074,197
New Jersey	9,977,764	11,267,498	21,245,262
New Mexico	2,666,071	2,985,046	5,651,117
New York	21,775,095	24,663,857	46,438,952
North Carolina	10,566,944	12,099,871	22,666,815
North Dakota	1,200,224	1,299,851	2,500,075
Ohio	13,037,717	14,772,983	27,810,700
Oklahoma	4,475,905	5,059,198	9,535,103
Oregon	4,637,130	5,230,591	9,867,721
Pennsylvania	14,088,213	16,086,343	30,174,556

Appendix B: State Victim Assistance Distributions in FYs 2009 and 2010 (in \$) (continued)

STATE	FY 09	FY 10	TOTAL
Rhode Island	1,647,013	1,802,339	3,449,352
South Carolina	5,390,032	6,140,174	11,530,206
South Dakota	1,377,837	1,504,547	2,882,384
Tennessee	7,284,008	8,285,592	15,569,600
Texas	27,054,684	31,144,395	58,199,079
Utah	3,487,008	3,943,244	7,430,252
Vermont	1,178,162	1,268,833	2,446,995
Virginia	8,980,533	10,247,166	19,227,699
Washington	7,648,960	8,740,567	16,389,527
West Virginia	2,480,625	2,750,233	5,230,858
Wisconsin	6,643,341	7,492,374	14,135,715
Wyoming	1,081,446	1,173,014	2,254,460
Puerto Rico	4,816,123	5,405,724	10,221,847
Virgin Islands	619,898	635,803	1,255,701
American Samoa	270,763	281,152	551,915
Guam	392,107	420,636	812,743
North Mariana Islands	294,548	263,662	558,210
Total	363,797,021	412,133,934	775,930,955

Appendix C

Tribal Victim Assistance Allocation in FYs 2009 and 2010 (in \$)

STATE	TRIBE OR COMMUNITY	FY 09	FY 10	TOTAL
Alaska	Native Village of Barrow	150,000	149,925	299,925
	Kawerak, Inc.	149,986	150,000	299,986
	Tundra Women's Coalition	149,529	150,000	299,529
Arizona	White Mountain Association for Victims of Domestic Violence	150,000	150,000	300,000
Kansas	Prairie Band Potawatomi Nation	149,713	150,000	299,713
Michigan	Grand Traverse Band of Ottawa and Chippewa Indians	96,626	150,000	246,626
Minnesota	Northwoods Coalition for Battered Women	150,000	150,000	300,000
Mississippi	Mississippi Band of Choctaw Indians	150,000	150,000	300,000
Oklahoma	Choctaw Nation of Oklahoma	133,334	150,000	283,334
	Iowa Tribe of Oklahoma	150,000	150,000	300,000
	United Keetoowah Band of Cherokee Indians	139,143	150,000	289,143
Oregon	Confederated Tribes of the Warm Springs Reservation	150,000	150,000	300,000
South Dakota	Wiconi Wawokiya, Inc.	136,200	150,000	286,200
Washington	Nooksack Indian Tribe	150,000	150,000	300,000
	Samish Indian Nation	99,240	149,273	248,513
	Tulalip Tribes of Washington	150,000	150,000	300,000
Wisconsin	Menominee Indian Tribe of Wisconsin	112,461	147,952	260,413
Total		2,366,232	2,547,150	4,913,382

Appendix D

Children's Justice Act Partnerships for Indian Communities Grant Programs Allocations in FYs 2009 and 2010 (in \$)

STATE	TRIBE	FY 09	FY 10	TOTAL
Alaska	Alaska Native Justice Center, Inc.	141,355	141,355	282,710
	Central Council Tlingit and Haida Indian Tribes	207,063	207,063	414,126
Arizona	Kodiak Area Native Association	172,984	172,776	345,760
California	Two Feathers Native American Family Services	190,460	190,460	380,920
Mississippi	Mississippi Band of Choctaw Indians	175,000	175,000	350,000
Nevada	Washoe Tribe of Nevada and California	173,945	173,360	347,305
Oklahoma	Iowa Tribe of Oklahoma	175,000	174,981	349,981
Oregon	Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians	143,353	143,865	287,218
	Klamath Tribes of Oregon	171,769	171,769	343,538
South Dakota	Lower Brule Sioux Tribe	150,000	150,000	300,000
	Oglala Lakota CASA Program	193,946	193,946	387,892
Washington	Port Gamble S'Klallam Tribe	172,534	172,534	345,068
	South Puget Intertribal Planning Agency	220,129	220,129	440,258
Wisconsin	Red Cliff Band of Lake Superior Chippewa Indians	0	175,000	175,000
Total		2,287,538	2,462,238	\$4,749,776

Appendix E

Counseling and Faith-Based Services for Crime Victims in Indian Country Allocations in FYs 2009 and 2010 (in \$)

STATE	AGENCY	FY 09	FY 10	TOTAL
California	Sunrise Special Services Foundation, Inc.	100,000	100,000	200,000
Minnesota	Greater Minneapolis Council of Churches	204,733	204,733	409,466
Montana	Fort Peck Assiniboine and Sioux Tribes	141,148	141,148	282,296
North Dakota	Turtle Mountain Band of Chippewa Indians	164,121	164,121	328,242
Oklahoma	Choctaw Nation of Oklahoma	54,148	54,148	108,296
Washington	Kalispel Tribe of Indians	85,850	85,850	171,700
Total		750,000	750,000	1,500,000

Appendix F

Trafficking Victims Discretionary Grant Program Allocations in FYs 2009 and 2010 (in \$)

STATE	AGENCY	FY 09	FY 10	TOTAL
California				
San Francisco	Asian Pacific Islander Legal Outreach	0	60,000	60,000
San Francisco	Standing Against Global Exploitation Project	800,000	0	800,000
Santa Clara	Santa Clara University	300,000	60,000	360,000
Spring Valley	Bilateral Safety Corridor Coalition	0	200,000	200,000
Orange County	Community Services Program, Inc.	0	500,000	500,000
Los Angeles	Salvation Army Orange County	0	60,000	60,000
Los Angeles County	Coalition to Abolish Slavery and Trafficking	0	60,000	60,000
Colorado				
Denver	Colorado Organization for Victim Assistance	0	200,000	200,000
Connecticut				
Bridgeport	International Institute of Connecticut, Inc.	299,981	60,000	359,981
Florida				
Fort Myers	Catholic Charities Venice	0	200,000	200,000
Georgia				
Tucker	Tapestri, Inc.	0	60,000	60,000
Illinois				
Chicago	Salvation Army Chicago	800,000	450,000	1,250,000
Indiana				
Indianapolis	City of Indianapolis, Indiana	300,000	60,000	360,000
Louisiana				
New Orleans	Metropolitan Center for Women and Children	0	200,000	200,000

Appendix F: Trafficking Victims Discretionary Grant Program Allocations in FYs 2009 and 2010 (in \$) (continued)

STATE	AGENCY	FY 09	FY 10	TOTAL
Maryland Baltimore (Serving Victims in Western Central Florida)	World Relief Corporation	300,000	60,000	360,000
Massachusetts Boston	Justice Resource Institute	0	200,000	200,000
Minnesota St. Paul	Catholic Charities St. Paul	300,000	60,000	360,000
Missouri St. Louis	International Institute of St. Louis	0	200,000	200,000
New Jersey Hicksville	Catholic Charities Rockville Centre	300,000	60,000	360,000
New York Buffalo	International Institute of Buffalo Girls Education and Mentoring Services (GEMS), Inc.—	300,000	60,000	360,000
New York	Training and Technical Assistance only	385,837	0	385,837
New York (Serving victims in Arizona)	International Rescue Committee	0	200,000	200,000
New York (Serving victims in South Florida)	International Rescue Committee	0	60,000	60,000
New York (Serving victims in Washington)	International Rescue Committee	300,000	60,000	360,000
New York	Safe Horizon	800,000	200,000	1,000,000

Appendix F: Trafficking Victims Discretionary Grant Program Allocations in FYs 2009 and 2010 (in \$) (continued)

STATE	AGENCY	FY 09	FY 10	TOTAL
Nevada				
Las Vegas	Salvation Army Las Vegas, NV	300,000	60,000	360,000
Oregon				
Portland	Catholic Charities Oregon	0	200,000	200,000
Washington County	Sexual Assault Resource Center	0	113,427	113,427
Texas				
Austin	Refugee Services of Texas	0	200,000	200,000
Dallas	Mosaic Family Services, Inc.	0	200,000	200,000
Houston	YMCA International Services	0	700,000	700,000
San Antonio	Catholic Charities San Antonio	300,000	60,000	360,000
Utah	Utah Health and Human Rights Project	0	200,000	200,000
Washington				
Seattle	Seattle Police Department	0	146,039	146,039
Washington, D.C.	Ayuda	300,000	60,000	360,000
Northern Mariana Islands	Guma' Esperansa—Karidat	0	200,000	200,000

Note: Some grantee organizations listed above administered more than one OVC-funded trafficking program during FYs 2009 and 2010.

Appendix G

Publications and Multimedia Produced in the Reporting Period

Anti-Human Trafficking Task Force Strategy and Operations e-Guide

Crime Victims Fund Fact Sheet

Existe Ayuda (Help Exists) Toolkit (e-publication)

Existe Ayuda (Help Exists) Victims' Rights Pocket Card

Expanding Services To Reach Victims of Identity Theft and Financial Fraud (e-publication)

Gaining Insight, Taking Action: Basic Skills for Serving Victims (DVD with ***Discussion Guide***)

Good Samaritans: Volunteers Helping Victims Program—Handbook and Training Guide (e-publication)

International Terrorism Victim Expense Reimbursement Program 2009 Report to Congress

In their Own Words: Domestic Abuse in Later Life (DVD set with ***Training Guide***)

National Crime Victims' Rights Week Promotional Products (2009 and 2010)

OVC Gallery of Award Winners

Award Nomination Form

Theme Poster and ***DVD***

Online Resource Guide (***2009, 2010***)

2009 OVC Report to the Nation: Putting Victims First

APPENDIX G. Publications and Multimedia Produced in the Reporting Period (continued)

OVC Technical Assistance Guides: (e-publications)

Guide to Conducting a Needs Assessment

Guide to Hiring a Local Evaluator

Guide to Performance Measurement and Program Evaluation

Guide to Protecting Human Subjects

Responding to Elder Abuse: What Community Corrections Should Know (DVD)

Responding to Elder Abuse: What Judges and Court Personnel Should Know (DVD)

Responding to Elder Abuse: What Law Enforcement Should Know (DVD)

SART Toolkit: Resources for Sexual Assault Response Teams (e-publication)

Strengthening Sexual Assault Victims' Right to Privacy (e-publication)

Victims With Disabilities: Collaborative, Multidisciplinary First Response (DVD with **Discussion Guide**)

What is the Office for Victims of Crime? Fact Sheet