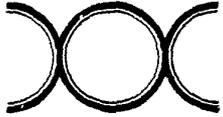




1979

^xLegislative Report

^xMinnesota
Department of Corrections 

67865

^xCrime Victim Crisis Centers

REPORT TO THE LEGISLATURE

The Implementation of Minnesota Laws 1977,
Chapter 314, regarding the establishment
of Crime Victim Crisis Centers

Submitted by:

Department of Corrections
January, 1979

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STATE OF MINNESOTA
DEPARTMENT OF CORRECTIONS
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January 25, 1979

Members of the 1979 Minnesota
State Legislature
State Capitol
St. Paul, Minnesota 55155

Dear Legislator:

Attached is a report prepared by the Minnesota Department of Corrections in accordance with Minnesota Laws 1977, Chapter 314 relating to the establishment of Crime Victim Crisis Centers.

Efforts were made to ensure that this report is as brief and concise as possible. A more extensive report on the research done on the centers is available upon request from the Department. Additionally, the staff responsible for developing this report are available to answer any specific questions you may have.

Sincerely,

A handwritten signature in cursive script, appearing to read "Orville B. Pung".

Orville B. Pung
Acting Commissioner

OBP:DPO:pkj

attachment

INTRODUCTION

This report describes the steps taken by the Minnesota Department of Corrections to implement Minnesota Laws 1977, Chapter 314, which directs the Commissioner of Corrections to establish Crime Victim Crisis Centers. The legislation appropriated \$250,000 for the biennium beginning July 1, 1977, for the operation of these centers.

The legislation also requires the Commissioner of Corrections to evaluate the Centers to determine the Centers' impact in assisting crime victims, the impact on the criminal justice system, the nature of community attitudes generated by the Centers, the necessity for maintaining the two existing Centers, the desirability of establishing additional Centers and to propose alternative means to accomplish the purposes of the act in all areas of the state. This report includes a comprehensive evaluation of the Centers.

Functions of the Centers as described in the legislation are to:

- provide direct crisis intervention to crime victims;
- provide transportation for crime victims to assist them in obtaining necessary emergency services;
- investigate the availability of insurance or other financial resources available to crime victims;
- refer crime victims to public or private agencies providing existing needed services;
- encourage the development of services which are not already being provided by existing agencies;
- coordinate the services which are already being provided by various agencies;
- facilitate the general education of crime victims about the criminal justice process;
- educate the public as to program's availability;
- encourage educational programs which will serve to reduce victimization and which will diminish the extent of trauma where victimization occurs.

SUMMARY AND RECOMMENDATIONS

This report describes the steps taken by the Minnesota Department of Corrections to implement legislation which directed the Commissioner of Corrections to establish Crime Victim Crisis Centers. A total of \$250,000 was appropriated to implement the legislation.

After a careful screening process, the Commissioner selected two proposals for funding. One proposal, \$62,719.87 for FY 1978 and \$84,296.79 for FY 1979 (Total \$147,016.66), was awarded to Correctional Service of Minnesota. The funds were used to open and operate one victim crisis center in Minneapolis and another in St. Paul.

Correctional Service obtained funds from private foundations for the Minneapolis and St. Paul Centers to supplement the legislative appropriation.

The second proposal was awarded to Mower County to establish and operate the Freeborn-Mower County Center in Austin, Minnesota. The Mower County grant amounted to \$29,000 for FY 1978 and \$37,193.33 for FY 1979 (Total \$66,193.34).

The Department of Corrections retained \$36,800 for evaluation research.

The Centers, which opened in the fall of 1977, have served more than 2,000 crime victims as of October 15, 1978.

The Centers have provided crisis intervention assistance, a variety of referral services, victim advocacy, and emergency home repair assistance. They have also concentrated on educating the public regarding assistance available to victims and have focused in on encouraging local crime prevention programs.

The Future

Correctional Service of Minnesota has asked that the Department of Corrections seek, at a minimum, an additional \$100,000 over the previous biennium funding level from the Legislature for the 1980-81 biennium. The previous funding level for the Minneapolis, St. Paul and Mower County program was \$250,000. Correctional Service is requesting this increase to maintain current levels of service at the Minneapolis and St. Paul Centers. They are asking for the increase primarily because private funding sources will decrease during the 1980-81 biennium.

Correctional Service has also suggested that the Department seek another \$75,000 for expansion of services to include all of St. Paul and all of Minneapolis, and an additional \$75,000 to establish a second model crime victim crisis center in another rural setting, preferably a community corrections area. Their suggestion, therefore, would be to expand the present appropriation of \$250,000 to \$500,000.

The Mower County program would continue to operate at the same funding level as was awarded during the 1978-79 biennium. Their service area will be expanded with the addition of a new satellite office in Freeborn County, at no increased cost.

Given continued funding of the Centers, the Department of Corrections intends to continue its research on the programs in order to more thoroughly analyze crime victims' needs and the costs of expanding the program statewide. In addition to the

areas of study mandated by the victim crisis center legislation, the Department's research will be designed to: 1) determine if the numbers of victims served by the centers, particularly crisis-oriented cases, can be substantially increased. This would imply a reduction in per client cost. 2) assess the impact of the Centers on local social services. 3) estimate the need and probable costs of a statewide victim service program.

The Department will report their findings and make formal recommendations to the 1981 Legislature.

Legislative Options

1. If state funding of the centers is terminated, the Centers will discontinue operation.
2. If the Legislature funds at the \$250,000 level for the 1980-81 biennium, the existing program in Minneapolis and St. Paul would operate for only one year. The Mower County Center could operate for two years.
3. If the Legislature funds the programs for \$350,000 the centers will be able to maintain the current level of service with limited expansion of their geographic area of service. The Mower County Center would continue to expand into Freeborn County and the Minneapolis and St. Paul Centers would nearly double the geographic area served. This amount would not allow the Department to continue its research and evaluation unless \$25,000 were held back.
4. If the Legislature funds at \$375,000 the center operation described in No. 3 could occur, and the Department could continue its research. The appropriated money for research (\$25,000) would be matched by \$15,000 from the Department's Research Information Systems budget, thus lessening the total cost to this project.
5. If the Legislature funds at the \$350,000 level plus \$75,000 as suggested by Correctional Service of Minnesota, the geographic service area of the Minneapolis and St. Paul Centers would be tripled.
6. If the Legislature funds at the \$350,000 level plus \$75,000 for expansion, plus another \$75,000, the Department of Corrections would fund one additional rural center.

Recommendations

- The Department of Corrections recommends a Legislative appropriation of \$375,000 for the 1980-81 biennium. This would allow for continuance of the current level of service and for limited geographical expansion of areas served by the centers. The existing Department of Corrections budget proposal for 1980-81 has \$250,000 allocated for the operation of the centers. The additional \$100,000 is necessary because private funding sources for the Minneapolis and St. Paul Centers are being terminated. The additional \$25,000 will be used for continued research and evaluation of the projects.
- The Department of Corrections is not recommending expansion of the number of programs nor that the size of the centers' staff be increased at this time.

More time is needed to collect additional data to determine; 1) to what extent geographic areas of service may be expanded in the future, 2) if per client costs can be reduced, 3) what victim needs are across the state and 4) what the costs of a statewide program would be.

LEGISLATION: IMPLEMENTATION PROCESS

This report outlines the progress made by the Minnesota Department of Corrections in implementing Minnesota Laws 1977, Chapter 314, relating to establishment of crime victim crisis centers.

The Victim Services Division of the Department of Corrections was responsible for coordinating all activities related to implementation of the legislation on the Victim Crisis Centers.

I. Selection Process

LEGISLATIVE MANDATE:

"The Commissioner of Corrections, not later than January 1, 1978, shall establish at least two operative centers. The Commissioner of Corrections may contract with a public or private agency for the purposes of planning, implementing and evaluating the centers..."

IMPLEMENTATION:

A Request for Proposal for establishing the centers was written and was distributed statewide.

- The Request for Proposal was advertised through a Department press release, Department newsletter and a mailing to every Mental Health Center and Community Corrections Act county in the state.
- Request for Proposal statements were issued June 9, 1977, and the closing date for receipt of the proposals was July 11, 1977.

A screening committee composed of Department of Corrections administrators including the Deputy Commissioner of Management, the Assistant Commissioner of Special Services and the Assistant to the Commissioner, was established to evaluate proposals.

- Criteria used by the screening committee included the following:

- relationship of applicant to existing agencies
- ability of applicant to implement the program
- nature and type of services to be delivered
- personnel
- budget analysis

(an overall consideration was the legislative intent that programs be established in both urban and rural settings.)

- Each criteria was rated on a scale of 0 to 5. Total scores were tabulated for each proposal. The programs with the highest scores were recommended to the Commissioner of Corrections for funding. Budgets suggested in the proposals were restructured to allow for the funding of three rather than two pilot project centers.
- Proposals were submitted by:
 - Correctional Service of Minnesota
 - Anoka County
 - Dodge, Fillmore, and Olmsted Counties
 - Mower County
 - Norman, Polk and Red Lake Counties

II. Funding

LEGISLATIVE MANDATE:

"The sum of \$250,000 is appropriated to the Commissioner of Corrections from the general fund for the purpose of implementing this act..."

IMPLEMENTATION:

The Commissioner of Corrections selected two proposals for funding. One grant, \$62,719.87 for Fiscal Year 1978 and \$84,296.79 for Fiscal Year 1979, was awarded to Correctional Service of Minnesota. The funds were used to establish and operate one center in Minneapolis and another in St. Paul (See Table I). A second grant was awarded to establish and operate the Freeborn-Mower Victim Crisis Center in Austin, Minnesota. The grant to Freeborn-Mower County amounted to \$29,000 for Fiscal Year 1978 and \$37,193.33 for Fiscal Year 1979 (See Table II).

The Department of Corrections retained \$36,800 for evaluation research.

Correctional Service of Minnesota obtained an additional \$354,000 from sources other than the State for operation of the Centers in Minneapolis and St. Paul (See Table III). These sources are listed below.

- The Northwest Area Foundation of St. Paul, Minnesota, committed \$150,000 to the Victim Crisis Centers. This money is allocated at \$50,000 per year for 3 years.
- The Governor's Commission on Crime Control (LEAA funds) through the Hennepin County Criminal Justice Council included Victim Crisis Centers in its planning. A total of \$52,000 was allocated for 1978 and \$60,000 for 1979.
- The Minneapolis United Way responded to a request for \$10,000 for 1978 and \$32,000 for 1979.
- The McKnight Foundation committed \$25,000 for 1979 and \$25,000 for 1980 for a total of \$50,000.

TABLE I
Correctional Services of Minnesota
Legislative Appropriation Budget

	<u>FY 1978</u>	<u>FY 1979</u>	<u>TOTAL</u>
St. Paul Center	\$ 37,416.78	\$ 58,454.53	\$ 95,871.31
Minneapolis Center	25,303.09	12,344.36	37,647.45
Administration		13,497.90	13,497.90
TOTAL	<u>\$ 62,719.87</u>	<u>\$ 84,296.79</u>	<u>\$147,016.66</u>

TABLE II
Victim Crisis Center Legislative Appropriation Budget

	<u>Fiscal Year 1978</u>	<u>Fiscal Year 1979</u>	<u>Total</u>
Research (Dept. of Corrections)	\$ 16,800.00	\$ 20,000.00	\$ 36,800.00
Correctional Service	62,719.87	84,296.79	147,016.66
Freeborn-Mower County	29,000.00	37,183.33	66,183.34
TOTAL	<u>\$109,519.87</u>	<u>\$141,480.13</u>	<u>\$250,000.00</u>

TABLE III
Correctional Service of Minnesota Funding - Victim Crisis Centers

	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>
State Legislature		\$16,388	\$106,739	\$23,792		
United Way			10,000	32,000		
Northwest Area Foundation	\$4,170	50,000	50,000*	45,830		
Hennepin County Criminal Justice Council (LEAA)			51,044	62,783		
McKnight Foundation				25,000	\$25,000	
TOTAL Funding	<u>\$4,170</u>	<u>\$66,388</u>	<u>\$217,783</u>	<u>\$189,405</u>	<u>\$25,000</u>	<u>0</u>
GRAND TOTAL		<u>\$502,746</u>				

*\$5,000 of this cost was used in 1976 as seed money for the program

NOTE: Chart reflects a calendar year budget. All monies were granted on a calendar basis except for the State Legislature appropriation.

With the award of funds the Centers began operation as follows:

- The Minneapolis Center opened October 3, 1977, at 3801 Nicollet Avenue.
- The St. Paul Center opened December 14, 1977, at 175 South Western Avenue.
- The Freeborn-Mower Center opened October 3, 1977, at the Mental Health Center in Austin - 908 - 1st Drive N.W.
- The Freeborn-Mower program will expand in February of 1979 to include a center at City Center, 221 Clark, Albert Lea.

III. Center Operation

LEGISLATIVE MANDATE:

"The Commissioner of Corrections, while developing the center plans...shall evaluate and determine factors relating to the procedural and substantive needs of the centers."

IMPLEMENTATION:

All programs experience some start-up difficulties in getting law enforcement agencies to make referrals to the crisis centers.

- Efforts were made to encourage greater cooperation. For example, the Minneapolis Center invited police officers to visit the walk-in center. Other efforts included more contact with police and informing law enforcement of center activities.
- Law enforcement referrals have increased steadily but this potential problem area will require ongoing attention.

The ratio of victims to staff at the centers has been lower than initially expected. However, it should be noted that the centers were encouraged by their advisory boards, their boards of directors and the Department of Corrections to limit their service areas and number of clients until staff increased their experience and knowledge in the area of providing services to victims. To address this problem:

- The centers' staffs began initiating more contacts with victims by gaining access to police reports and contacting victims named in the reports to inquire about special needs resulting from their victimization.
- The St. Paul Center began emphasizing crime prevention efforts through the development of local crime watch block programs.
- The Freeborn-Mower Counties' project is expanding its service area by adding an office in Albert Lea.
- Generally, as social service agencies, law enforcement agencies and citizens become more aware of the program, services are used more frequently.

Budgets proposed by the centers in their applications were larger than the amount of funding they actually received.

- The centers are requesting additional funding for the future.
- Priorities were adjusted to function under a more limited budget.

LEGISLATIVE MANDATE:

"The centers shall: (a) Provide direct crisis intervention... (b) Provide transportation...(c) Investigate the availability of insurance or other financial resources...(d) Refer crime victims...(e) Encourage the development of services...(f) Coordinate services...(g) Facilitate the general education of crime victims...(h) Educate the public...(i) Encourage educational programs which serve to reduce victimization...(j) Other appropriate service."

IMPLEMENTATION:

Major activities of the centers include (see evaluation for number served):

- **Crisis Intervention:** Crime victims often experience a period of trauma. Their physical body, property or space is violated. Many experience a period of crisis and benefit from the intervention and assistance provided by the Centers.
- **Referral Services:** The Centers avoid overlapping services for crime victims. Referrals are made to agencies which can best provide services needed.
- **Victim Advocacy:** The Centers provide transportation for and accompany victims to police stations for line-ups, identification procedures, and for the issuance of warrants. Advocacy includes advising victims about what the police station appearance entails and advising about possible ways to recover damages.
- **Emergency Home Repair:** The Centers assist crime victims who are unable to make emergency home repairs such as boarding up broken windows and replacement of door bolts after burglary.
- **Public Education:** The Centers' staffs meet with groups, clubs, organizations and schools to explain services offered. Correctional Service reports that 4,476 persons attended 174 presentations on the Crime Victim Crisis Centers. The Centers also provided in-service training for staff employed by 65 public service agencies. Center staff participated as panelists in 12 different conferences or workshops. Other public education occurred through news stories on television, radio and in newspapers.
- **Crime Prevention:** The Centers assist in the development of crime prevention programs. In St. Paul, the Center helped develop local crime watch block organizations.
- **Victim Witness:** The Centers work with the victim through the process of being a court witness. This includes, but is not limited to, transporting victims to court, informing victim witnesses about what they may expect in court and offering them support throughout the process.

IV. Evaluation

LEGISLATIVE MANDATE:

"Within 3 years of the effective date of this act, the Commissioner of Corrections shall evaluate the operation of the Centers..."

IMPLEMENTATION:

The following is a summary of evaluation findings from an evaluation by the Department of Corrections research staff of the Crime Victim Crisis Centers. The evaluation encompasses the time period beginning with the first date of center operation through October 15, 1978.

I. The Impact on Victims of Crime

A) The Clients

As of October 15, 1978, the three Crime Victim Crisis Centers were in contact with or attempted contact with 2,758 victims of crime. Services of at least 5 minutes duration were delivered to and contact was finished with 2,105 (76%) of these persons.

- Between October 3, 1977, and October 15, 1978, the Minneapolis Center delivered services to 1,014 persons; approximately 10 additional cases were in early stages of service delivery as of October 15, 1978.
- Between December 14, 1977, and October 15, 1978, the St. Paul Center gave services to 945 persons; in addition, about 9 cases were in progress as of October 15, 1978.
- Between October 3, 1977, and October 15, 1978, the Mower County Center gave services to 146 victims of crime; about 30 cases were in early stages of service delivery as of October 15, 1978.

The average numbers of new clients per day of program operation are as follows (The "start-up" period is defined as October 1, 1977, to March 31, 1978.):

- Minneapolis - 1.3 new clients per day during the start-up period;
3.9 new clients per day subsequently.
- St. Paul - 2.5 new clients per day in the start-up period;
3.4 new clients per day subsequently.
- Mower County - 0.3 new clients per day in the start-up period;
0.9 new clients per day subsequently.

The most common types of victimizations dealt with by the Centers are as follows:

- Mower county has served primarily victims of violent crime. Its most common victimizations are spouse abuse (38%), child abuse (18%), assault (14%) and sexual assault (14%).
- The most common types of victimizations served at the Minneapolis and St. Paul Centers are burglary (45%), assault (21%), robbery (6%), and purse snatch (6%).
- Six percent of the clients of all three Centers were not victims of crime. (These are persons who were referred to the Center or asked for help with problems such as suicide attempts, lost senior citizen identification cards or emotional problems.)

Overall, most clients receiving service were white (88%) and female (63%).

- The largest single group of Crime Victim Crisis Center clients consists of white women between the ages of 21 and 30; such persons represent 16% of the clientele but only 6% of the population.
- Although Census Bureau studies suggest that males are half again as likely to become victims of crime, the Centers' female clients outnumbered the male clients two to one. It is likely that male victims are less likely to seek or accept help for such problems. The evaluations of Center performance made by women are slightly more positive than those made by men.
- It is also held that persons of minority race are more likely than whites to become victims of crime. The urban Centers have served proportionately more clients of minority races than whites.
- Although those aged 65 and over are reported to have the lowest rates of victimization, the elderly have been clients of the urban Centers in the same proportion that they represent in the population. This implies that they are more likely, when victimized, to become clients than are other age groups. Elderly victims of crime are the most positive of any age group in their opinions of the services received from the Centers.

B) The Services Delivered

Relatively few clients, 275 or 13%, received services which could be described as crisis intervention or emergency services; most of the non-emergency clients received services of an informational or advisory character.

- The proportion of crisis-oriented cases (cases involving crisis intervention, emergency repair or emergency transportation) at the two urban Centers is 12%.

- The proportion of crisis-oriented cases at the Mower County Center is 33%. This is due to the higher proportion of violent victimizations suffered by its clients relative to the two urban Centers.
- The number of cases characterized by victim/witness (court related) services is 42 or 2%.
- Counseling and referral activities characterize 36% of the cases. The dispensing of information or advice, particularly crime prevention advice, represents 33% of the cases at the urban Centers. The St. Paul Center, in addition to other activities, organized 18 block watch crime prevention organizations involving 202 people.
- One hundred one people were helped in filing for Crime Victims Reparations payments; 96 at the urban Centers, 5 at Mower County.
- Most cases are short term (less than 3 days duration) except in Mower County where contact with the victim is of much longer duration.

Clients were asked by questionnaire to rate the quality of service performed by the Centers. Nearly half responded.

- Very few evaluations were more negative than positive - only 1%. Most evaluations were very positive.
- The evaluations of the Minneapolis Center were, on the average, slightly less positive than were the evaluations of the other two centers.
- The clients were most positive about the staff's understanding of their problems, the promptness in the staff's dealing with the problem, and the actual helpfulness of the service received. They were less positive about the timeliness of the help received and the quality of referrals made to other outside agencies.
- Those persons victimized by violent crimes or burglary were more positive in their evaluations than victims of impersonal crimes. The intensity of the presenting problem, not the intensity of services delivered, seems to be related to successful service delivery.
- Those clients served who were not crime victims were much less positive in evaluation of services received than were victims of crime.

The costs of services delivered were computed by dividing costs attributed to service delivery (excluding community education and evaluation activities) by the number of clients served.

- The cost per victim at the urban Centers averaged \$89.47 during the start-up period and \$69.63 subsequently.

- The cost per client at the Mower County Center averaged \$228.32 during the start-up period and \$156.99 thereafter.
- Based on the proportion of time spent with crisis-oriented cases (which can require considerable follow-up) versus other types of cases, it was found that after the start-up period the average crisis-oriented case at the urban Centers cost \$232.87 to completion; the typical case involving only counseling, referral or victim/witness help cost \$117.43, and the average information or brief counseling case cost \$32.67.
- These average costs at the Mower County Center subsequent to the start-up period were \$329.16 for the average crisis-oriented case, \$158.05 for counseling, referral and victim/witness cases, and \$62.24 for informational or brief counseling cases.

2. The Impact on the Criminal Justice System

A) The Police

Most clients (66%) served at the urban Centers were originally identified by program staff from the reports of crimes filed at the individual police precincts. (Most clients at the Mower County Center were referred by other social service agencies.)

- During the start-up period, police are known to have made direct referrals to the Centers in only 5% of the cases at each urban Center and 10% at the Mower County Center; subsequent to the start-up period, the proportions remained at 5% at the urban Centers and improved to 15% at Mower County.
- Many victims were self-referrals; the extent of influence the police had on directing these self-referrals to the Center is not known.

Police in the precincts and agencies servicing the Centers' communities were asked by questionnaire to give their opinions on the Centers' performance.

- Most police reported referring clients to the Centers twice monthly. A few reported more frequent referral (mostly in St. Paul and Austin).
- About one-third of the Minneapolis officers and about one-fifth of all other officers responding to the questionnaire reported they had never referred a victim to the Centers.
- Most officers indicated they viewed the Centers as appropriate for victims of violent crime such as sexual assault. Relatively few viewed the Centers as appropriate for victims of most property crimes.
- Over three-fourths of the police queried rated the quality of Center services as good to excellent.

- Nearly half of the officers thought that the existence of the Centers made their functioning more efficient. Only 3% responding said it made their jobs harder.
- Most police apparently perceive each Center as a resource, but since they do not use it extensively, questions are raised about their true perception of the need for such a program.

B) The Courts

County and city attorneys are known to have referred 1% of the victims to the Centers.

Some form of victim/witness service (victim advocacy in court) was given to 147 clients (7%), usually in conjunction with other services.

- The numbers receiving this type of service are 68 from St. Paul, 59 from Minneapolis, and 20 from Mower County. There is a separate victim/witness program in Minneapolis.

3. The Need for Continuance

The Legislature has required the Department to assess the need for the continued existence of these Centers.

A) A Survey of Crime Victims Prior to Program Implementation

Research by the Department on people victimized by crime before the Crime Victim Crisis Centers opened determined that up to 20% of the victims of reported crime in the neighborhoods to be served by the Centers needed the types of services offered by the Centers.

- Very few victims of violent crime received crisis-oriented services.
- Although over half of the victims surveyed reported having received some sort of help subsequent to the victimization, the help was usually crime prevention advice given by the police.

During the period of program implementation the Centers did, in fact, serve about 15% of the victims of reported crime in their neighborhoods.

B) Client and Police Opinion

On the client questionnaire, when asked if they would recommend the Centers to friends or relatives who might be victimized by crime, most clients (91%) said "yes"; only 2% said "no".

Police were asked directly if the Centers should continue to operate.

- Most (67%) said "yes".
- Only 12%, all of whom were from Minneapolis precincts, said "no".
- Twenty-one percent gave no opinion.

END