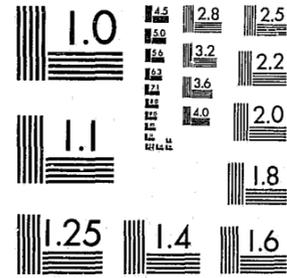


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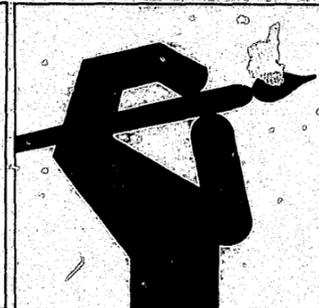
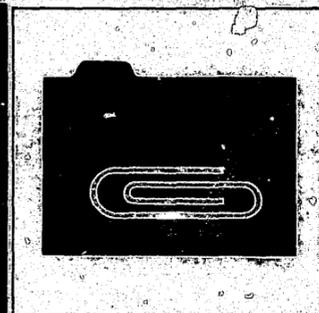
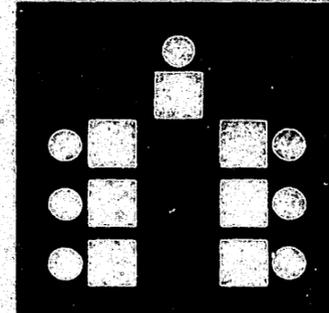
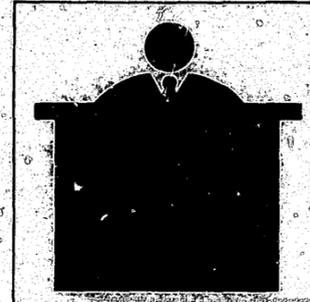
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# Building a Solution:

## A Practical Guide for Establishing Crime Victim Service Agencies



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# **Building a Solution:**

A Practical Guide  
for Establishing  
Crime Victim Service  
Agencies

By  
**Marjorie Susman**  
**Carol Holt Vittert**

under the auspices of the  
National Council of Jewish Women,  
St. Louis Section.

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*Carol Holt Vittert*  
Carol Holt Vittert

*Marjorie Susman*  
Marjorie Susman

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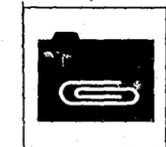
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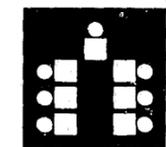
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## INTRODUCTION

Twenty-four year old Terry V. was left for dead by his estranged wife after she shot him in the back in the midst of an argument.

The police pursued the wife. No one looked after Terry who landed in a Veterans' Hospital where he was treated for paralysis from the waist down and internal injuries.

While thousands of dollars were spent prosecuting and later for the imprisonment of Terry's wife, there was no money in the system for Terry.

A volunteer with the Victim Service Council found Terry's case among the police files. She visited him in the hospital and learned he was on the verge of losing his home and equity in it because he had, understandably, fallen behind in his mortgage payments. The volunteer contacted the bank which held Terry's note and arranged for a delay in payments. She also ferreted through various governmental programs and found a veteran's benefit for which Terry was qualified. Armed with his benefits Terry left the hospital and returned to his home.

The Victim Service Council volunteer visited Terry in his home and found him sleeping on a mattress on the floor, because he could not find funds for a special bed for paraplegics. Again the volunteer began her search and after calls to more than 30 agencies she found a veteran's organization that would donate the bed, but would not provide funds for moving it to Terry's home. Calls to friends located a friendly mover and the bed was installed in Terry's house.

Once Terry was comfortable in his home, it became apparent it was time to help him adjust to the outside world as well. The same volunteer helped Terry find a job-counseling program which advised him to enroll in a medical technician's training program.

Victim Service Council has been working with Terry for more than two years. His case is still open.

Terry is one of more than three thousand people who have been served by Victim Service Council since we opened our doors in November, 1977.

Victim Service Council is a project started by the National Council of Jewish Women, St. Louis Section. The group's charge was direct: to help those who could not help themselves and who no one else was interested in helping.

The thousands of victims in our community, and yours, are truly victimized twice—once by a criminal, and again by a society which ignores them. Be the victim an elderly

woman whose purse has been taken or a teenager who has been raped, she—or he—is in need of a wide variety of services. For some victims, a shoulder to cry on is in order. Others, like Terry, need a wider spectrum of counseling and funding. We set out to meet the needs of crime victims in the area in which we live.

Your interest in this manual indicates you too have an interest in serving victims. For this we are grateful. Experience unfortunately shows any one of us could be a victim of crime. Our homes could be robbed, our husband or wife injured. One thing is clear: as long as society ignores those who are hurt by society's own, we are all victims.



## Chapter I

### SURVEY LOCAL RESOURCES

#### VICTIM/WITNESS RELATED PROGRAMS: Where to look

For the purposes of this manual, we will assume that victim/witness services and the criminal justice system are a new field for you. Learn what is needed for witnesses and victims in your community and what is already being provided before you design your program. Make it clear, by what you say as well as by your actions, that you're not interested in duplicating services covered by other agencies, but want to complement programs that already exist.

Identify all community programs which have an orientation toward victims and/or people in crisis situations. We suggest you check the following sources. (See glossary for description for asterisked items\*)

1. **Information and referral services and hotlines**  
e.g. United Way
2. **District attorney or prosecutor (circuit attorney, state's attorney)**  
e.g. \*Victim/witness assistance unit  
\*Witness notification/information unit  
\*Witness reception center
3. **Police departments (check the largest first, also the sheriff)**  
e.g. Police crisis intervention unit  
Police community-relations crime prevention office  
Specialized units in rape, battered women, etc.
4. **Corrections department (probation and parole)**  
e.g. Intake unit which performs the pre-sentence investigation  
Restitution unit
5. **Courts**  
e.g. \*Court monitoring project (ask in the office of the presiding judge)
6. **Juvenile Court**  
e.g. Community services unit
7. **Local Government**  
e.g. Mayor's office  
Local department of human services  
Senior citizen agency

**SURVEY GUIDELINES**

**GENERAL SURVEY QUESTIONS**

**8. Community Based Groups**

- e.g. Rape crisis center
- Women's crisis center
- Battered women's center and/or shelter
- Suicide prevention/crisis intervention project
- Community crime prevention program
- Salvation Army
- Hospital social service departments

Having identified those agencies which provide services to victims, try to get a complete picture of their operations. Use the survey at the end of the chapter as a suggested interview format.

Here are some tips on survey techniques:

1. Set up appointments with the top person in those agencies most closely associated with, or which have special programs for crime victims.
2. Phone calls will be sufficient for agencies who are marginally involved with crime victims.
3. Allow four to six weeks to complete the survey. Arrange to take teams of two to your face-to-face visits. You will want to avoid misinterpretation of information received.
4. Be non-judgmental. In interviewing program staff acknowledge the difficulties they face. For example, sympathize with an excessive case load rather than emphasize service gaps.
5. Try to verify the information provided by the agency. Some programs may try to snow you with a public relations blitz. They will represent themselves as providing every imaginable service. Talk to people you know, including lawyers, court personnel, social workers, and the agencies' clients to double check.
6. Avoid asking for specific advice about your project. Recommendations once solicited, and subsequently ignored, may cause future problems.

1. A. Do you provide services to victims of the following? Describe any limitations, i.e. hours, religious affiliation.

Rape \_\_\_\_\_

Child sexual assault \_\_\_\_\_

Other sex offenses \_\_\_\_\_

Homicide (families) \_\_\_\_\_

Felony assaults \_\_\_\_\_

Misdemeanor assaults \_\_\_\_\_

Robbery \_\_\_\_\_

Burglary \_\_\_\_\_

Threats and Harassment \_\_\_\_\_

Domestic violence \_\_\_\_\_

B. Are your services oriented to special categories of victims? (e.g. elderly, children, handicapped, etc.)

2. Which of the following describe your function:

Information and referral \_\_\_\_\_

Direct social services \_\_\_\_\_

Counseling \_\_\_\_\_

Victim advocacy \_\_\_\_\_

Community education \_\_\_\_\_

Legislative action \_\_\_\_\_

3. What jurisdiction do you cover?  
\_\_\_\_\_  
\_\_\_\_\_

4. What are your eligibility criteria for services?  
\_\_\_\_\_  
\_\_\_\_\_

Do you make exceptions? \_\_\_\_\_

In what circumstances? \_\_\_\_\_

5. How many clients do you serve annually? \_\_\_\_\_

6. At what point do you usually make contact with the victim? (e.g. immediately after the incident, within 24 hours, 24 to 72 hours, more than 72 hours)  
\_\_\_\_\_  
\_\_\_\_\_

7. How do you get clients?  
\_\_\_\_\_  
\_\_\_\_\_

If you get referrals, what are your major sources?  
\_\_\_\_\_  
\_\_\_\_\_

8. If you have a hotline, what hours is it operable?  
\_\_\_\_\_  
\_\_\_\_\_

How is it staffed? \_\_\_\_\_

9. Do you do outreach? \_\_\_\_\_

If so, in which cases? \_\_\_\_\_

How? (e.g. mail, home visit, phone contact) \_\_\_\_\_

10. What is your most common form of contact with victims? (e.g. home visit, phone, office visit, other)  
\_\_\_\_\_  
\_\_\_\_\_

11. What are the most common services you provide to victims? Cite limitations when applicable.

- |  | YES                      | NO                       |
|--|--------------------------|--------------------------|
| a. Do you provide transportation to court for victims and witnesses?<br>Other types of transportation? (for medical care, police department) | <input type="checkbox"/> | <input type="checkbox"/> |
| b. Do you provide crime prevention information?<br>Do you help victims make security repairs in their homes?                                 | <input type="checkbox"/> | <input type="checkbox"/> |
| c. Do you advocate on the victim's behalf with landlords, employers, etc.?<br>With police and prosecutors?                                   | <input type="checkbox"/> | <input type="checkbox"/> |
| d. Do you have a fund for victim's emergency needs? If so, describe.   | <input type="checkbox"/> | <input type="checkbox"/> |
| e. If your state has a victim compensation law, do you assist victims in filing for compensation?  | <input type="checkbox"/> | <input type="checkbox"/> |
| f. Do you provide counseling? (e.g. professional, lay, crisis intervention, support groups, etc.)  | <input type="checkbox"/> | <input type="checkbox"/> |
| g. Do you escort victims to court?<br>All clients, or only when requested?   | <input type="checkbox"/> | <input type="checkbox"/> |

12. How long have you been in operation? \_\_\_\_\_

13. Do you plan to expand your services? In what areas?  
\_\_\_\_\_  
\_\_\_\_\_

**ADDITIONAL  
QUESTIONS FOR  
PROGRAMS IN  
PROSECUTOR OFFICES**

14. Do you use volunteers?  
If so, in what capacity?

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15. What do you see as the major gaps in services for victims  
in this community?

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These questions elicit more specific information. If  
answered through the general survey questions, omit them.

1. Are your services available to victims who are not  
witnesses? \_\_\_\_\_

---

---

Describe any limitations. \_\_\_\_\_

2. Do you have a dispute resolution program? (NOTE:  
Dispute resolution provides mediation for cases which  
may be inappropriate for court.)  
Domestics, neighborhood squabbles, landlord/tenant,  
etc.? \_\_\_\_\_

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---

3. What services do you provide for witnesses who have  
been threatened with retaliation?

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---

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4. Do you provide witnesses with information brochures?

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**ADDITIONAL  
QUESTIONS FOR  
PROGRAMS IN POLICE  
DEPARTMENTS**

5. Is there a designated unit for case status information?

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6. How are witnesses notified of court appearance?

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---

7. Do you have a telephone alert system? (NOTE: Under  
this system, witnesses are on stand-by and are advised by  
phone to come to court only if the case will be heard.)

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8. How often, if ever, is restitution ordered?  
How administered? \_\_\_\_\_

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---

9. Is there a reception center for witnesses?  
Is child care provided? \_\_\_\_\_

---

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10. If there is a program in the police department, how do  
you coordinate services? \_\_\_\_\_

---

---

11. What is the cut-off point for termination of services? (End  
of trial, plea, non-prosecution) \_\_\_\_\_

---

---

12. Is supportive counseling provided, and if so by your own  
workers or contracted out to private or public therapists  
or agencies? \_\_\_\_\_

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1. Do you go to the crime scene? YES NO

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Do you provide crisis intervention in conjunction with police work?

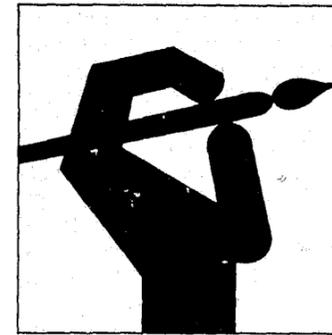
2. Is there a witness protection unit?

3. Do you require that victims formally report the crime before providing services?

4. Do you require that victims cooperate in the investigation and prosecution to be eligible?

5. Do you help victims get property returned?

6. If there is a program in the prosecutor's office, how do you coordinate services?



## Chapter II

### DESIGN THE PROJECT

#### OPTIONS FOR INVOLVEMENT

Once the survey is completed it is time for tough decision making regarding how your program will operate. A good first step is to discuss and agree on general principles to guide your involvement in the victim witness field. At the Victim Service Council we realized that if we didn't define our role it would be defined for us by others in the community. The funding source or criminal justice personnel could suggest certain principles which make you uncomfortable. It's easier to say no to their suggestions if your general policy is already defined. For example at Victim Service Council we decided the following:

1. All crime victims should be eligible to receive services. Assistance would not depend on whether the crime was reported, the offender captured or whether the victim cooperated with the prosecutor. Nor was the victim's income a factor.
2. We wanted to be victim advocates. Our activities would be determined first and foremost by the needs of the victim. If the victim's primary concern was home security, so was ours.
3. We were pro-victim, but not anti-offender. When the media pressured us to take a "get-tough" position on criminals we refused and tried to bring the focus back to victim concerns.
4. We were committed to the volunteer model. Volunteers would provide most of the direct services; staff would serve administration, support and supervisory functions.
5. Services to crime victims belong in the public sector. Our intent was to develop a model pilot program eventually to be funded by local government. This consideration made our local criminal justice system's acceptance of our program imperative.

Another area for decision making is on level of involvement. Among the options:

**TYPE A**—Establishing a community based victim service program independently or in coalition with other groups. Victim Service Council is an example of this.

**TYPE B**—Working with a criminal justice agency to establish a system-based program. For example, a victim/witness program in a prosecutor's office.

## COMMUNITY vs. SYSTEM BASED PROGRAMS

**TYPE C**—Administering a volunteer direct service program for an existing system or community based program. It may be providing counselors for rape victims for the sexual assault unit in a police department.

The choice of model will depend on many factors, including funding, your organization's capabilities, political climate, personalities, and attitudes of criminal justice officials.

Our focus will be primarily on Type A because it represents our own experience and offers the most challenging role for a community group. However, much of the material presented in this manual applies to organizations interested in other levels of involvement.

In discussing the role of voluntary organizations in Victim/Witness services; it is important to differentiate between *Community Based* and *System Based* programs.

The following charts outline the respective advantages of community based programs (e.g. Victim Service Council) and system based programs (e.g. part of police, prosecutor and/or corrections departments). We believe that the type of program and location in the system are less important than dedication to quality service and the ability to work cooperatively with all elements of the criminal justice system and community. There are excellent programs in every setting.

### COMMUNITY BASED ADVANTAGES

1. Can be your own boss; set objectives; less vulnerable to political fluctuations.
1. Can focus on clearly defined victim advocacy role.
3. Can work with victims of unreported crimes.
4. Services likely to continue after adjudication.
5. Staff less likely to assume system attitudes and biases.
6. Victims may be more inclined to be open with an unofficial agency. It is less intimidating.
7. Not a bureaucracy; can hire and fire without regard to civil service restrictions.
8. Non-profit agency can raise funds and accept direct donations for specific victims.
9. Usually more open to the use of volunteers.
10. Can work with each part of the system and are not tied to the politics of the system.

### SYSTEM BASED ADVANTAGES

1. Easier to obtain cooperation of the criminal justice system and access to police and prosecutor records.
2. Official status may make it easier to establish initial credibility with the victim.
3. Recognizes government obligation to victims.
4. More likely for victims to prosecute.
5. More effective in relieving burdens of police and prosecutor.
6. Administrative costs may be assumed by the sponsoring office.
7. May be easier to obtain funding for program operation.
8. Use authority of office in advocating on victims' behalf.

## ADVANTAGES OF PROGRAM BEING PART OF POLICE, PROSECUTOR OR CORRECTIONS DEPARTMENT

## DISADVANTAGES OF PROGRAM BEING PART OF POLICE, PROSECUTOR OR CORRECTIONS DEPARTMENT

### POLICE PROGRAM

1. Immediacy of response. Maximum opportunity for sensitive intervention at the time of crisis.
2. Ready-made referral system, access to police records.
3. Develop on-going relationship with police officers & sensitize to victims' needs.
4. Leads to improved interview techniques; victims are more likely to give better statements.
5. Saves police time & hassles.
6. Police are most responsive of criminal justice system personnel to victims' needs; have direct experience with reality of victimization.
7. Good link to crime prevention activities.
8. More likely to provide 24-hour service.

### PROSECUTOR PROGRAM

1. Prosecutor is the pivot for the criminal justice system, access to all components—especially judges.
2. Good position from which to institute system-wide changes.
3. Can work with witnesses as well as victims.
4. Easier to incorporate victim concerns in sentencing recommendations.
5. Opportunity for witness reception center and court escort.
6. Victim service records can be interpreted as work product of the office. May avoid subpoena.
7. Most common model: National District Attorney Association technical assistance available.
8. Attention to witness hardship issues is likely to improve cooperation with the system.

### CORRECTIONS PROGRAM

1. Good opportunity for victim input into sentencing; use victim impact statements in pre-sentence investigation reports.
2. Victim concerns taken into account in probation and parole supervision.
3. Can administer restitution program.
4. On-going contact with judges.
5. Likely to welcome volunteers; most probation programs have experience with volunteer involvement.

### POLICE PROGRAM

1. Police departments are often the most resistant to change.
2. Victim/witness unit can get buried in large department.
3. May be flooded with non-crime cases; e.g. cat in the tree, evictions, etc.
4. Volunteers may need special clearance; e.g. fingerprinting, prior records check.
5. Services are likely to terminate after investigation.

### PROSECUTOR PROGRAM

1. Assistant prosecutor attitudes tend to be legalistic & removed from realities of victimization.
2. May limit eligibility to cases which they decide to prosecute (20% of victims)

## PROGRAMMATIC DECISIONS

### 1. TYPE OF RESPONSE

3. May pressure victim into prosecuting.
4. Services likely to emphasize witness hardship rather than comprehensive victim needs.

#### CORRECTIONS PROGRAM

1. Possible significant time lapse before unit becomes involved.
2. May limit eligibility to cases in which there is a conviction.
3. Minimal access to police personnel.
4. May have difficulty in obtaining police reports.
5. Potential conflict between offender orientation and concern for victims.

Define how your program will operate:

1. Type of response your agency will offer; e.g. immediate crisis response and/or follow-up service for the duration of the victim's crime related problems.
2. Referral sources for obtaining clients; e.g. police or prosecutor records and/or publicity campaign for self referrals.
3. Target population; e.g. by type of crime, jurisdiction or other special characteristics.
4. Types of services; e.g. court related, counseling, referral.
5. Staff/volunteer functions; e.g. who provides direct services, administrative work.

At this point you need only sketch the outlines of your proposal. Be sure to acknowledge established policies, if any, which will affect your participation. For example, we decided the Victim Service Council did not have the staff or funds to provide 24-hour services. In our area, this was acceptable to the police. Other jurisdictions may feel differently, so you must be willing to alter your plans to fit with the policies of others.

A victim's problems begin at the time of victimization and may extend through the court process and beyond. A rape victim must deal with her physical and emotional trauma as well as the investigation and court process. It is difficult, for victim witness programs to develop a good crisis response capability and maintain comprehensive follow-up services for the duration of the victim's crime-related problems. With limited resources you may have to choose where to concentrate your services.

The Victim Service Council focuses on longer term problems and does very little immediate, on the scene, crisis intervention. One of our early clients had been assaulted in her apartment. Two years later she was still having nightmares and called us for help. We arranged for her to receive counseling.

The following chart lists some pros and cons of the crisis approach.

#### Pros and Cons of Crisis Response

##### PRO

1. Assistance to victims at the most critical time; involvement can have maximum impact.
2. Enhances credibility with the criminal justice system, particularly law enforcement.
3. Volunteers are often "turned-on" by the prospect of involvement in the drama of crime.
4. Opportunity to work in concert with other hotlines in the area.

Relieves law enforcement of the burden of social service problems; e.g. when a victim needs housing immediately.

##### CON

1. Focus is on emergency needs, the most obvious aspects of victimization. More subtle, long-range problems may be overlooked with less time available for follow-up.
2. Police offenders may feel that victim service agency intervention will interfere with investigations or undermine their cases, must have full cooperation. Failure to respond and screw-ups will be highly visible.
3. Difficulty in finding volunteers to provide coverage on weekends or nights. May encourage volunteers fantasies as Junior Cops.
4. May be perceived as duplication by other crisis services.
5. Higher costs: telephone system, pagers, transportation reimbursement.

- If you decide to develop a plan to meet the needs of victims in crisis you may consider the following alternatives:
- a. 24-hour crisis response by staff and/or volunteers to crime scene, hospital, or victim's home.
  - b. 24-hour hotline; no face to face contact.
  - c. 24-hour answering service referring messages to worker on call or later during business hours. This approach may be a workable compromise, but may not meet criminal justice expectations.
  - d. Any of the above on a less than 24-hour basis, e.g. 8:00 a.m. to midnight, providing coverage during the most critical period. Keep in mind that there is nothing sacred about 24-hour response.
  - e. Arrangement for referrals from existing hotlines; might be an efficient use of resources.

If you don't provide help in the first 24 hours there will still be much to do after that time period. Victims have real needs after the initial crisis is past, such as clothing, food, emotional support and guidance through the criminal justice system. Victim Service Council does very little immediate crisis intervention.

**2. REFERRAL SOURCES:  
HOW TO GET CLIENTS:  
HOW TO CONTACT THEM**

You will need a reliable, consistent source of referrals for victims. You may want to draw on several options.

**Option a—Referral by law enforcement at the time of crisis**

If you want a crisis response program to work, you will need the active cooperation of all levels of law enforcement. Remember that when a major crime occurs, police are inundated by tedious paper work and responsibilities. As one officer remarked to us, "You're the straw that breaks the camel's back!" To insure an effective referral system from law enforcement, you must be based in the police department or have access to their radio.

**Option b—Post crime referral by criminal justice and social service agencies**

This option should be encouraged in any victim/witness program. It offers an opportunity to develop informal contacts with the police and prosecutor. However, it does have limitations as a sole source of referrals.

Police officers, prosecutors, and social service workers often have difficulty understanding the eligibility criteria established by victim/witness programs. They may refer their strangest cases, or those where they personally feel sorry for the victim. Do not expect that most cases will come to your attention and those which do will not necessarily represent the victims with the greatest need.

In one local precinct, officers were pressured by superiors to make referrals to the Victim Service Council. They said, "You want referrals, we'll give you referrals!" They retaliated with a slew of auto accidents, neighborhood disputes, runaway kids...but no crime victims.

As a way to simplify their role criminal justice system officials may ask you to provide their officers with cards to give to victims at the scene of the crime. It didn't work for us. The cards are not consistently distributed and in the turmoil are often misplaced. Those victims most in need are often most reluctant to request assistance. We handed out 10,000 cards but rarely got a response from them.

**Option c—Publicity Campaign to Encourage Self-Referrals**

You will always want to respond to calls or walk-ins by individual crime victims in need. However, we feel that, by itself, this is an even more unreliable source of clients than referrals from police, prosecutor or social workers.

It has been our experience that most people, in some way, think of themselves as victims. This could include victims of bad business practices, landlords, employers, the government or real or imagined personal enemies. These individuals will constitute most of your call-ins. Their grievances will often seem so unfair to them that they will consider themselves legitimate crime victims. While their needs may be genuine, they can drain valuable time and energy from your workers. In most of these cases, there is little the agency can do to respond to their requests for assistance.

Any time we got publicity on the television evening news, for example, we would be barraged by strange calls the next morning. These included a woman who claimed her landlord was poisoning her water and a man who wanted us to exorcise a ghost from his house.

**Outreach Models**

**Option d—Outreach by Access to Police & Prosecutor Records**

Outreach is an activist crisis intervention technique in which victims are identified from police and prosecutor records at least one day after the crime, contacted by staff or volunteers, and offered services.

Based on our Victim Service Council experience, we believe that a call to a victim who is unaware that help is available demonstrates sensitivity to the impact of victimization. *It is the only way to insure that services are offered to victims on a consistent and equitable basis.* Initially, we were apprehensive about outreach and while there are legitimate risks, negative responses are so rare that we now feel comfortable with outreach and recommend it.

We suggest that any program which plans to provide outreach must receive access to those criminal justice records necessary to identify clients. You will be able to control your own caseload and focus attention on those victims you believe will be most in need of your services. You may want to consult your state law on this issue. A legal opinion might be helpful. At the request of the police chief, the county counselor's office issued an opinion which approved Victim Service Council's access to certain criminal justice records.

Outreach is not yet widely accepted in social services and can be perceived an invasion of privacy. There are risks, particularly in domestic cases. In one case we called a battered woman while her husband was home. He felt so ashamed that he put his hand through a window, requiring 40 stitches.

In addition, police may be afraid that they will get the blame for unwanted contacts. One complaint may be enough to destroy a cooperative relationship with law enforcement.

Outreach may be accomplished by use of one or more of the following methods:

**a. Phone Contact**

The Victim Service Council has had amazing success using phone contacts. Once victims understood our purpose, they are usually very open and pour out their problems to our workers. We recommend phone contact as a very cost effective and time saving way to reach victims.

**b. Mail Contact**

Letters can be sent to victims advising them of the availability of services and asking them to call if they need assistance. We found that a maximum of 5 to 10% of victims respond to initial contact by mail. With victims who are hesitant over the phone, a letter can often establish our credibility.

**c. Home Visits**

If you have the time and the personnel, a home visit is the most effective way to demonstrate warm, neighborly concern for victims. However, there are risks for workers in entering into unknown and possibly volatile situations. Volunteers should always go in teams. If your jurisdiction covers large distances home visits may not be viable.

### 3. TARGET POPULATION: WHO ARE YOUR CLIENTS?

There are potential problems in every victimization, no matter how minor the incident may appear. The theft of lunch money from a small boy or the burglary of a wealthy suburban home may trigger serious and unanticipated emotional difficulties for the victims. However, a victim/witness program can not realistically expect to respond to every reported crime in its jurisdiction. You will need to designate a target population for referrals to your agency and your own outreach efforts. You can decide to focus on clients according to jurisdiction, crime rate, special characteristics (e.g. elderly), and type of crime.

Obtain crime data on the frequency of various types of major crimes from the uniform crime reports which your police department compiles for the F.B.I. These *index crimes* include homicide, forcible rape, robbery, aggravated assault and burglary. Decide what you can reasonably handle. For example, we decided to focus on 800 to 1000 residents of St. Louis County who were victims of homicide, rape, robbery and aggravated assault. We would only handle burglary cases when our caseload allowed it.

The chart in Appendix A is a guide for determining your target population.

Any criteria, once established, will need to be flexible. Whatever your target population, expect to make exceptions. Attention to cases of special concern to criminal justice officials and the community will be an excellent way to establish your credibility. A police chief asked us to help the family of his murdered gardener. This was out of our jurisdiction, but we helped anyway. This police chief has been a major supporter of our program ever since.

### 4. TYPES OF SERVICE

There will be no need to pin down every single service you plan to offer. The Victim Service Council has done everything from providing translators to ordering electrolynx batteries; from saving the home of a battered woman from foreclosure to replacing a teenager's stolen rock concert tickets.

Most of these services were crime related, but not all. To be effective helpers, we felt we had to respond to our clients as people, not just as crime victims. Base your decisions on your community survey. The following list of services provided by the Victim Service Council may be useful as a guide.

Provide emotional support.

Make arrangements to provide the victim with basic essentials, such as food, clothing, household items, etc.

Connect victim to public assistance programs to meet temporary or permanent financial needs.

Provide home and street security information and describe various crime prevention programs available.

#### Victim Service Council List of Services

### 5. STAFF/VOLUNTEER FUNCTIONS: WHO DOES WHAT?

Help replace personal papers.

Act as a victim advocate with employers, landlords, creditors, insurance companies, and public and private agencies.

Explain police and court procedures and guide and support victim through the judicial process.

Provide crisis intervention counseling, and, when indicated, counseling referrals.

Coordinate delivery of services when several agencies are involved.

Follow-up cases to insure that services are provided to meet the needs of the victims.

This manual has a strong bias in favor of the volunteer. Volunteers are the centerpiece of the Victim Service Council. We believe that there is no function which a skilled and dedicated volunteer cannot handle. A victim/witness program needs case continuity as well as an ongoing relationship with certain police and prosecution personnel. Some functions will require a fulltime commitment. You will need a core of administrative personnel to be responsible for daily operations, criminal justice contacts and coordination of volunteer involvement. Unless you can find volunteers who can meet these requirements you will need to hire staff.

It was the Victim Service Council's experience that two fulltime staff (Project Director and Caseworker/secretary) and 15 to 20 volunteers could serve 1000 clients in one year. See Appendix B for our sample job description.

Now you should be able to answer these questions:

What services do crime victims in your community need? (Refer to your survey. For example 24-hour crisis, court services)

What responsibilities can your organization realistically assume? (Administering, funding, providing volunteers)

What programs, policies and procedures will the criminal justice system officials accept? (Will they cooperate with an independent program? Will they make referrals? Will they work with volunteers?)

By formulating your responses into a two page concept paper, you're on your way to seeking the support of the criminal justice system and to soliciting potential funding.



### Chapter III

## FIND THE MONEY

### UNDERSTAND YOUR COMMUNITY

Once you have surveyed the community, documented the lack of victim services, and designed your program, you come to the stark realization that agencies do not run on dreams alone. You need to find the money. However, first you need to learn about the power bases in the criminal justice and social service communities. Then you need to understand the funding process.

Before you begin to maneuver your proposal through the system, be sure you understand the human dynamics. The factual, statistical information gathered in the survey of local resources is only the beginning. (See Chapter I) You will need to understand who the major players are, where the power lies, who is friendly with whom, as well as background on motivations, reputations, and personalities. In particular, you will want to identify those who may be friendly to the idea of victim services or who may just give it lip service.

Understand your own role as well:

Be prepared to accept the criminal justice system "as is" and do not plan to make sweeping reforms. The various components of the system (police, prosecutor and corrections) are protective of their responsibilities and don't want interference.

Understand the system's priorities and realize that your service may not be one of them. The prosecutor's position is a political one. He must protect his own image while dealing with his own office, politicians, police and judges. It is important to show him how victim services can enhance his position.

The police are the first in the system to deal with the victim and often the most sympathetic to their plight. On the other hand their professional charge is to arrest criminals, not help victims. Remember that the police are not used to dealing with voluntary social service organizations and may have had no positive reinforcement for doing so.

Establishing relationships with people in the criminal justice system is like establishing any long term relationship. Build slowly and be supportive of the job they are doing. Think how you'd feel if a policeman came in and told you how to run your household.

You need to be aware of the dynamics within the social service network as well. Although those within the system

## UNDERSTAND THE FUNDING SOURCES

may be very supportive of victim services, it is a complex web of jurisdictions and personalities. You want to avoid making enemies and must respect other agencies' turf. An agency may be particularly concerned if its personnel is trying to do what they perceive as their job. Services need not conflict, they can complement each other.

Plan ahead. Remember that what you do now affects the future of the program. For example, if your long term goal is to have the police department take over the program, get to know the decision makers. One way to do this is to appear regularly at police board meetings and get to know the politicians involved.

If you run into problems regarding the support of your program, work them out before you apply for funds. This will be time well spent since funding sources often seek references from the criminal justice and social service systems. You want to insure getting the best references possible. The Victim Service Council had the endorsement of the county executive, police chief and prosecutor before we applied for money.

When you are selling the idea to the system and community, people will be making judgments about you. Your presentation, credibility and follow through will affect the long term relationships. Continuity is vital. It is crucial to have the same people carry the ball during the entire selling and start-up process in order to establish personal trust.

The two main sources of grant funds are public and private. Public includes federal, state and local governments. Private includes business and labor organizations, foundations and community trusts, and voluntary organizations. All of these sources should be considered.

There are a variety of sources for funding information on public money. The best resource for information on public money is your elected official. For example, contact your congressman for information on federal grants; your state representative for state funds; your mayor or alderman for local money. Contact his/her office to find out what money is available and how you should go about applying for it. These officials connect you with the appropriate public agency and keep you informed of available sources of money as they develop.

The most complete resource for private money is the Foundation Directory found in any major library. It lists foundations' purposes, activities, names of officers, directors or trustees, financial data and number and size of grants as well as grant recipients. There may also be local clearinghouses or state directories. Consider local businesses, corporations and labor unions that may not be listed in the directory.

Voluntary organizations such as National Council of Jewish Women, The Junior League, and United Way may be a source of information and/or money.

Existing victim service programs are funded in a variety of ways. Most system based programs (i.e. prosecutor and police) have been started by federal funds under the U.S. Department of Justice, Law Enforcement Assistance Administration (L.E.A.A.). Those monies have been matched by local government. As of this writing this major source has

## PROPOSAL WRITING

dried up (but like the phoenix may rise again under another name in the future).

Often federal money is available to start programs but seldom lasts for more than three or four years. Usually state or local government is a more stable source of income. Some state governments fund local victim service agencies. For example, California has a fund designated for victim service based on population.

Many community based agencies have been started with entirely private money. However, private money usually does not last forever and those programs are either taken over by the public sector or they eventually die a slow death. Many successful programs depend on a variety of funding sources for the first few years. The sources also change over the years and should become more stable as the program matures.

The Victim Service Council's experience is an example of this strategy. First and second year funding was 90% public—LEAA and 10% private—NCJW, St. Louis Section. Third year funding was 75% LEAA and 25% NCJW, St. Louis Section. Fourth year funding was to be 50% LEAA and 50% St. Louis County local government. When LEAA funds unexpectedly dried up, St. Louis County agreed to assume 100% funding.

As overwhelming as it seems, be assured that money does exist. The many victim service agencies around the country are living proof.

Regardless of the funding source, the centerpiece of your campaign must be a salable package, combining the simple justice and political appeal of victim services with the cost effectiveness of volunteers. The result: a low budget, high impact program to sell.

The grant paperwork is sometimes tedious and directions may seem bizarre, but follow the directions to the letter. You don't want a good proposal lost for a technical mistake. If there are questions contact the funding agency. For example, we had difficulty understanding the difference between "goals" and "objectives." Twelve phone calls later, the funding agency clarified what information it wanted.

While there are numerous guidelines on proposal writing mentioned in the bibliography, the following suggestions may be helpful.

### Problem Statement

Most grant applications start with a problem statement, generally a one or two page narrative.

- Assume that crime victims needs are universal. Use both national and local statistics, available through your local police department or F.B.I.

- Use LEAA studies which document the needs of victims and witnesses, available through the U.S. Department of Justice.

- Review problem statements prepared by other projects in the community.

- Document that victim services are not available or comprehensive in your area.

- Don't propose a time consuming and detailed survey of past victims to document their need for services. If your community does not have a victim/witness program, assume it needs one.

#### Goals and Objectives

Most grant applications require a statement of specific objectives. Remember that the project's evaluation will be measured by your ability to meet these goals and objectives.

- Keep it as simple as possible.
- Limit to three or four objectives.
- Make the goals easy to evaluate. For example, state the number or percentage of population you will serve or number of volunteers you will train.
- Make careful, conservative estimates of what you can accomplish. Then reduce by 25%. You will appear sensational if you exceed your goals and will stand a better chance for being refunded.
- Don't include any objective which requires a control group study. That is, a comparison of a group of victims which receives services with a group which does not. There are two reasons for this. One, victim services are qualitative, not quantitative, so the impact is difficult to measure. Two, philosophically, it is unfair to deliberately deny services to any one group of people.
- Never use reduction in crime, increase in crime reporting or increase in cooperation with the criminal justice system as objectives. It is difficult to document the relationship between victim services and this type of data.

#### Program Narrative

Most grant applications require a program narrative and have extensive instructions on what they want included. If not, explain how the agency will operate. Be sure to relate the narrative to your goals and objectives.

Ideally the amount of money you request is solely determined by the needs of the program you have designed. On the other hand, you must keep in mind what is available. For example, if your county allocates a total of \$500,000 to criminal justice programs, it is unrealistic to seek \$300,000 for victim services from your county.

When planning your budget do the following:

- Budget carefully. Make your financial requests as reasonable as possible. Be sure you have enough, but ask for only as much as you need.
- Indicate all donated items on the budget as "pro bono." These may include office space, office supplies, equipment and professional services.
- Demonstrate the cost savings of volunteers. Provide a conservative estimate of the number of hours you expect volunteers to contribute. Compute the monetary value by multiplying this figure by the minimum wage. Include in personnel category.
- Use an adding machine or calculator to triple check your figures. Make sure budget is accurate!

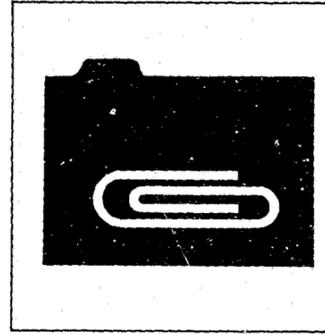
Following is the Victim Service Council's first year budget.

Budget Category	Approved Budget	Cumulative Expenditures
Personnel	\$26,343.00	\$26,436.00
Travel	\$696.00	\$631.00
Equipment	\$130.00	\$211.00
Supplies	\$4,100.00	\$4,311.00
Contractual	\$400.00	\$89.00
Construction	-----	-----
Other Costs	-----	-----
TOTALS	\$31,679.00	\$31,679.00

#### HOT TIPS

- Once you have identified your funding source, be it United Way or the county council, attend *all* their meetings before and during the grant process. It is harder to say no to someone who is always there. Continue to monitor meetings after you receive your funds. It allows you to strengthen your relationship with the funding source and keep informed on any change in grant requirements. It can also be profitable. At one meeting of our funding source, board members discovered some unspent money which had to be allocated that same day. Because we were there, we made the only pitch for the funds and got them!
- Don't assume your funding source is familiar with your organization's track record or with victim services. You must state both clearly. It is helpful to include letters of endorsement from cooperating agencies and VIP's in the community and the criminal justice system.
- The day after you receive approval for first year funding begin to think about the second year. Future planning is essential. You may need to apply for second year money when your program is only three months old. In fact, it's best to have a three year plan which may not be formalized, but at least is in your mind.
- Your board or administrative volunteers should find the money while the project director is concerned with service. Too many programs are consumed by fund raising, leaving no one to see that services are provided. Separating these responsibilities avoids this pitfall.
- Try to demonstrate the cost effectiveness of your program. You may want to divide your budget by the population served to show a per capita cost. For example, the Victim Service Council provides services to St. Louis County for 3¢ per person. Or you might project cost as a ratio of the amount spent in your jurisdiction on criminals and corrections. For example, in Portland, Oregon the ratio is 51:1.
- Start small. Don't apply for so much money that it will strain your program capabilities. Too rapid an expansion has hurt many potentially promising programs. It is also more difficult to maintain a high level of funding.
- In summary be diligent and patient. Grantsmanship takes time. Eight months elapsed between our decision to start a program and a letter confirming our grant award. And we were successful on our first and only application. A grant applicant must have coined the adage, "If at first you don't succeed, try, try again".

#### BUDGET



## Chapter IV

### SET UP THE AGENCY

#### TIMETABLE

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Now that the funding milestones have been passed, you will need to create an agency using your project proposal as a road map.

Before hiring a director, the volunteer chairmen will need to define their own job descriptions. In our case, the chairmen had political connections and contacts with the press, but lacked social work skills and the desire to handle detail work.

Before hiring a director, seek the advice of someone with professional personnel experience. For example, we consulted a NCJW person who had been personnel director for a local department store.

In our final team interview, we asked questions based on hypothetical situations to bring out attitudes towards victims, staff, volunteers and criminal justice system personnel. We have included these in Appendix C. We found that personality and charisma are more important than experience.

The project director's responsibility is for day to day decisions and the chairmen's responsibility is for long term survival. At the Victim Service Council, the chairmen took care of all funding concerns, allowing the director to devote most of her time to daily administration of service delivery.

Whatever the division of labor and authority it is important that it is clearly defined in writing. For sample Victim Service Council job descriptions see Appendix B.

Developing a timetable for the major tasks will help you pace your activities. We have included a sample timetable based on a four month start-up period.

## OFFICE LOCATION

## OFFICE INTERIORS

## SAMPLE TIMETABLE

	Month 1	Month 2	Month 3	Month 4
1. Acquire office space	█			
2. Hire staff	█			
3. Acquire equipment; supplies		█		
4. Develop case management procedures and forms and volunteer training		█		
5. Develop office administrative procedures		█		
6. Create advisory board		█		
7. Set up relationship with criminal justice system		█	█	█
8. Community resource development		█	█	█
9. Volunteer recruitment		█	█	█
10. Volunteer screening			█	█
11. Volunteer training				█

A key consideration for location is proximity to the criminal justice system; the closer the better. The Victim Service Council was located in the St. Louis County Courts Building, one floor above the prosecuting attorney's office. Prosecutors seldom answer phone messages so we got used to making personal visits to prosecutors and attorneys to get the information we needed.

Wherever your office is, it must be clearly marked and accessible. Not only do you need to be near the criminal justice system for prosecutors, but also for the clients you serve.

Your office is the safe haven for victims and witnesses. It should look professional, but have an overall atmosphere which is warm, bright and inviting. If possible, put your administrators in a back office. Otherwise you might find your accountant colliding with an overwrought victim—to the dismay of both!

## HIRE STAFF

## CASE MANAGEMENT— PROCEDURES AND FORMS

Experiment with small offices, partitions and imaginative furniture arrangements to create as much privacy for victims as possible.

Be sure you have adequate storage space as case files and records grow quickly. (We almost turned down a second file cabinet when we set up the Victim Service Council because we didn't think we'd need it. By the end of the first year we purchased a third one.)

Seek professional advice before you purchase insurance, apply for a license or otherwise establish yourselves.

The project director hires and supervises the staff. Look for people who are flexible. Specialization is a luxury which you cannot afford. At the Victim Service Council, when the volunteer supervisor is sick, the secretary can assign cases. On the other hand, the project director has spent hours collating training packets.

The staff must agree to work flexible hours as well. Mrs. Smith, a battered woman with three children may be referred by a prosecutor at 4:45 p.m. If she has no place to go, a program worker must help her even if it takes hours. Staff must understand and appreciate the volunteer model. A coordinator who does not respect the value of volunteer time or a secretary who ignores messages for volunteers will disrupt the entire organization.

A fulltime secretary will probably not be necessary, but it's important to plan for 50% time commitment to clerical duties by one staff member. Eventually, all of our clerical workers were promoted to caseworker or volunteer supervisor. Our first secretary is now completing her master's degree in social work.

The core of the project is the flow of cases through the office from intake to evaluation. To run an efficient agency, you will need a well organized case management system. At the Victim Service Council, we were concerned with the following:

### Keeping Track of Case Records

With over 1000 victims to serve a year, it is easy to lose one case. We use a 3X5 index card as a cross-reference to record the case location at all times. Victim files may be in one of five different file cabinets or on someone's desk. The original should never leave the office.

### Continuity

Even when cases are assigned, crises occur when the person assigned is away. Make sure there is back-up person on each case.

### Timely Feedback

All contacts made by volunteers should be reported to the volunteer supervisor before they leave the office.

### Accountability

The project director needs to be on top of the victim caseload. At a minimum, we suggest weekly sessions for

## OFFICE ADMINISTRATIVE PROCEDURES

Set Up the Agency 30

discussion of special problems. All casework should be reviewed by the project director before the cases are closed.

### Forms

In our second year at the Victim Service Council, we were offered free data processing services. As a result, we developed a complex computerized system which recorded 38 pieces of information about a client. This system has been valuable to us, but your agency may use a much simpler model such as a card file. Be sure you can put your hands on the information you have collected.

A basic victim profile will include:

- Information to contact victim, i.e. phone number, address as well as the background of a case.
- Information to track the case through the courts, such as court number or offender's name.
- A place to record victim's problems which you have identified, e.g. lacks home security, needs transportation to the doctor.
- A place to record service data, i.e. what you did to help.

You will want it to be as simple, but comprehensive, as possible. You don't want the paperwork to get in the way of the service. We identified 44 potential victim problems and 268 services we could provide. (See Volunteer Training Packet Forms and Narratives for our sample victim profile and service summary.)

At the Victim Service Council, as many as three staff members and five volunteers sometimes handle a single case. Therefore, we use a narrative form to keep a running account of all contacts made. Afterward, we clip on a follow up form which describes the next steps to be followed on a case.

### Data Collection

There are important reasons to collect all this data. Obviously, it is important for good case management. Your funding sources will dictate some information you need. In addition, you will want to use the information to evaluate your own effectiveness. Make data collection a part of on-going operations.

### Volunteer Record Keeping

Files on each volunteer should include the volunteer's application, documentation of hours worked for the program, and attendance records at training sessions. At the Victim Service Council, these files came in handy when five volunteers asked us for recommendations for school credit or job resumes.

### Filing and Accounting Systems

Spare yourself grief by developing good administrative procedures. Our very first step was to establish a comprehensive filing system.

Consult with a professional accountant before developing bookkeeping procedures. At the Victim Service Council, the project director and chairmen hated numbers. Unfortunately we spent long, frustrating, early morning hours searching for a missing \$1.41. Eventually we hired an accountant.

## EMERGENCY FUND

## ADVISORY BOARD

## SET UP RELATIONSHIPS WITH THE CRIMINAL JUSTICE SYSTEM—LEARN THE SYSTEM

### The Black Book

Avoid scattering important documents throughout the files. The Victim Service Council keeps grant applications and reports, operating and accounting procedures, filing system, etc. in an imposing black book for easy reference.

You will encounter victims who need emergency cash. It would be helpful to have a *not* well publicized fund for such purposes. In Appendix D we have included guidelines for the administration of an emergency fund. Ours is approximately \$500 annually.

Advisory board members can function as facilitators, consultants, or trouble shooters. Since relationships are best cemented in an informal atmosphere the board should be small. The Victim Service Council included two police chiefs, a police captain, the prosecuting attorney, the court administrator and seven NCJW members. We found their input most helpful in areas involving longterm strategy and improving relationships with the criminal justice system. Approaching the end of our first year we expressed concern to the board about future funding. It was a police chief on the board who suggested we submit a three-year plan to county officials. This turned out to be the key to our program's survival.

Quarterly luncheon meetings, with a short, well organized agenda should be sufficient. While our board was not involved in day to day operations its members were available for individual consultation. A teenage rape victim's family contacted us complaining of police harassment. We were told that the police interrupted her high school class to question other students and had threatened to lock her up as a material witness. A personal call from one of our board members ended the harassment.

Before you begin operations you will need to understand the criminal justice process. Gather together guidelines, policy statements, flow charts, assignment rosters, glossaries, statute books, etc. In addition to designated agency contacts we asked *anyone* in the system who seemed friendly for information on how the system worked. Everybody we asked painted a different picture of the criminal justice system. You never know who the best contacts will be. Some of our most useful inside information came from the head of building maintenance. Use the following questions as a guide to understanding police and court operations. See Appendix E.

As you learn the nuts and bolts of the system consider how a victim might be affected by each stage in the process. We were shocked when we realized that no one we talked to had thought about the system from the victim's perspective.

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## REFERRALS FROM THE CRIMINAL JUSTICE SYSTEM

Even more important than learning what, how, who and when is understanding the assumptions that professionals in the field share. Recognize that each section of the criminal justice system stereotypes the others. Prosecutors often feel that police do a poor job of evidence gathering. Police resent that they are not informed of what happens to cases which they helped "make" by participating in the arrest or by gathering evidence. Judges sometimes think that police take a loose attitude toward civil liberties of offenders. Police are often discouraged that the offenders they arrest are "turned loose on the streets" to commit new crimes. All of the above often view social workers as naive, bleeding heart, do-gooders.

In fact, you may need to pass an "attitude test." It's similar to the situation a suspect is in when police are deciding to make an arrest in borderline cases. The police often refer to administering the "attitude test" and ask themselves if the suspect, a) respects their authority and b) respects them as individuals. All outsiders are subjected to similar scrutiny.

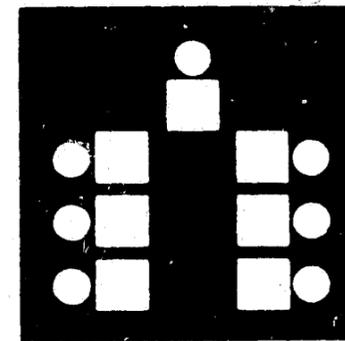
A good outreach referral system will allow your agency to obtain all reports of major crimes quickly after the incident. There is no perfect system. The Victim Service Council has access to police central records, but must wade through three hundred thousand police reports a year (including such crimes as peace disturbances and driving while intoxicated). Reports are submitted inconsistently and the delays range from one day to several weeks.

It is desirable to have one person visit the police department and/or the prosecutor's warrant office daily to review reports or cases filed for prosecution. This person should record all victim information in the police report. Using this system victims will be spared questioning on the details and sensitive issues will be identified before the case is assigned to a volunteer.

## COMMUNITY RESOURCE DEVELOPMENT

A victim witness assistance program is not designed to provide all the help clients may need. Don't try—instead become familiar with your social service community and supplement existing activities as much as possible. If your community has a good information and referral system tap into it. One good source is United Way. Other information and referral services which may be helpful include: Call for Action (sponsored by local radio stations), mental health referral programs, crisis hotlines, and information and referral services for senior citizens and disabled persons.

The amount of information to be assembled is massive and can be overwhelming unless it is developed systematically. We suggest that you tackle the programs in the order listed on the chart in Appendix F. We have also included a Victim Service Council Resource Summary as a sample form for agency information in the Volunteer Training Packet.



## Chapter V

### MANAGE THE VOLUNTEERS

#### PHILOSOPHY

We strongly believe in the volunteer model of victim services and know it can work. However, we also know that there are difficulties. Often volunteers are misused or can be a pain in the neck, particularly if not properly screened, trained, and supervised. Victim service agencies throughout the country have been struggling with the use of volunteers and up to now have been unsuccessful and reluctant to work with volunteers.

It's difficult sometimes to balance the care and feeding of paid staff with volunteer concerns. One program had an effective corps of volunteers performing a variety of functions. Money became available from the state to hire staff. The staff began performing the substantive jobs and volunteers were relegated to clerical and other support positions. As a result, volunteers left the program.

We know volunteers can provide direct services to victims. One study in New York, showed that clients actually preferred lay counselors over professional ones.

This chapter is written primarily for the project director or supervisor of a victim service agency using volunteers in direct services. However, anyone involved in the start-up stage will find it useful.

First and foremost, to make it work, you must have a strong commitment to the volunteer model. A victim service agency which from the onset focuses the energies of staff on formulating and developing a volunteer orientation is making a wise investment in a long-term, cost effective program.

However, to achieve these payoffs, you must play the combined roles of an efficient manager, cheerleader, supervisor and genuine friend.

This chapter will not provide you with a comprehensive description of volunteer management techniques. There are many fine resources recommended at the end of this manual you can consider. We do want to describe the model used at the Victim Service Council. It can be summarized in five statements:

#### 1. Project a professional image.

Make it clear that you are determined to provide quality services and will be selective in the individuals you invite to participate. Volunteers must meet professional standards, sign a contract and work to improve their skills. Volunteers are properly trained to recognize when to call attorneys, doctors and other professionally trained people for assistance prior to giving a victim any advice.

## CONTRACT

### 2. Acknowledge limits of part-time, flexible hours of volunteers.

An agency staffed by different people on different days has its own unique problems. It requires closer supervision, more paper work, and willingness of both staff and volunteers to sometimes jump into the middle of a case.

### 3. Give volunteers a stake in the program.

Volunteers will show up and perform well if they feel they are a necessary part of an ongoing group effort to accomplish the stated goals.

### 4. Care about the volunteer as a human being; define personal goals.

Help the volunteers to define what they want from their experience in victim services. Make a commitment to assist them in fulfilling these personal goals.

### 5. Training is the key.

Take volunteers with good basic instincts, common sense and compassion and a willingness to learn. Polish these raw materials through careful training, monitoring and supervision. Orientations, in-service, on-the-job, specialized, individualized — you will need them all. An initial session is really an orientation. The real training is on-going and comes only with experience.

### The Volunteer Model

Before you begin your volunteer search, define the basic issues of volunteer administration, commitments, and forms of involvement. We suggest you formulate clear job descriptions and put them in writing. (See Appendix B for Victim Service Council samples) The goal is quality service.

The agency's commitment to the volunteer must likewise be defined. It should include providing orientation, training and evaluation on an on-going basis, assistance in setting individual project-related goals, development of educational curriculum, providing support and supervision on case work and providing opportunities for challenge within the agency.

A contractual agreement between the volunteer and a victim service agency is necessary for several reasons:

1. It articulates and formalizes the two-way commitment of the agency to the volunteer and the volunteer to the agency.
2. It represents a more professional image for the volunteer and for the program within the community.
3. It helps to allay the fears of criminal justice personnel about "those amateurs messing with our cases."
4. It sets a definite time for the reevaluation of the volunteer's commitment. The contract may or may not be renewed.

At the Victim Service Council we found that the program's idea of a contract added to the professional image. It made people think, "This *must* be serious business — They won't be a bunch of amateurs." A sample Victim Service Council contract is in the training packet.

Your organization has probably been recruiting for years. If not, your local voluntary action center will have a number

## RECRUITMENT

## EIGHT GREAT REASONS TO BECOME A VICTIM SERVICES VOLUNTEER

of good source materials for you to consult on this topic. Our experience has been that having our volunteers and board members recruit friends and associates is the most effective technique. We do feel that victim services offers unique professional opportunities for volunteers, both in and out of the work force. Use them in your recruitment.

### 1. Volunteers are the lifeblood of our agency.

Our commitment to volunteers is the core of our operation. *You* provide most of the direct services; the staff, which was selected to work cooperatively with volunteers, administers, supervises and supports the volunteer effort.

### 2. You will have the opportunity to help people in crisis.

Most victims are normal people in a period of disorientation who need to reestablish their sense of trust. A volunteer can help them feel that someone in the community cares.

### 3. Your efforts will be appreciated.

Outreach calls from Victim Service volunteers are generally regarded as a pleasant surprise. In 2500 contacts only a very small percentage have resented our call.

### 4. We will train you.

In addition to an initial training, we continue to train you throughout your involvement with the agency; helping you to develop confidence and skills. You may have opportunities for specialized training in the areas of sexual assault, domestic violence and grief reactions. A professional counselor is available for case consultations.

### 5. You can participate in a variety of special projects.

Not everyone need work directly or exclusively with crime victims. Activities are available in publicity, court-watching, research, legislative action, etc. You may even create your own project. Victim Service agencies can utilize different volunteers at different times, i.e. working persons, men and women, weekends, evenings.

### 6. Develop career related skills.

Victim services can be a stepping stone to careers in the fields of social work, counseling, law and criminal justice. Volunteers may encounter victims in some of the most stressful circumstances humans undergo: rape, incest, homicide, serious physical assault. If you can learn to cope with these situations, you will be able to handle almost anything.

Also victim service programs offer a fascinating introduction to the realities of the criminal justice system — the practical considerations and the quirks. Furthermore helping to develop a new community service gives one insights into starting an agency.

### 7. Be an advocate — support victims' rights!

Victims' concerns are not a factor in most criminal justice decisions. You may support, lobby for, or even write victim services or compensation legislation in your state.

## SCREENING

### RATIONALE

#### 8. Get an overview of the social service network in your community.

Victims come from all backgrounds and have every imaginable problem. Volunteers will connect with a wide range of agencies and see first hand which ones "really come through" for their clients.

Screening should be a series of decisions intended to educate potential volunteers about the program and the volunteer role within it, test their interests, and impress upon them the professionalism and seriousness of the agency.

Screening has two major objectives. First, the applicant will need a realistic picture of the frustrations and rewards of the job. Those who feel uncomfortable can bow out on their own initiative.

Second, your program will need a way to identify those individuals who are not appropriate.

Victim services is a sophisticated operation for volunteers and you should not hesitate to be selective. Our screening process includes information to prospective volunteers, formal application, personal interview with project director and, finally, a decision of acceptance or rejection for training.

Appendix G is our screening packet.

If the applicant is still interested after receiving the packet, arrange an appointment for a personal interview. It provides an opportunity to get to know the applicant, explain the agency's goals and get a feeling for the applicant's commitment to them. The following are questions that prospective volunteers usually ask during the screening interview:

##### 1. "Won't people want to be left alone?"

It has been our experience that most victims welcome outreach attempts.

##### 2. "Can we help even though we are not professional counselors?"

The service a victim service agency offers is one of helping normal people work through a crisis situation. Studies have shown that empathy, genuineness and warmth are the most effective qualities in these situations. For long-term counseling clients will be referred elsewhere.

##### 3. "What happens if I have an emergency and can't fulfill the terms of the contract?"

The contract is a statement of intention: yours and the agency's. It is not a legal document. However, we do expect the volunteer to meet his/her obligations.

##### 4. "How will I know what to tell people if there is a problem?"

You will not contact a victim until you have been thoroughly trained. Even then, we do not expect the volunteer to have all the answers and there will usually be a staff member available for assistance.

## PROGRAM REALITIES

#### 5. "I've never done anything like this before. I don't know if I can handle it."

This is a brand new field and the professionals are still learning. We would be uncomfortable with a volunteer who felt very confident. These concerns are healthy and realistic.

#### 6. "Why don't they do something about all the criminals on the streets? It is terrible that they let them out."

There is a serious crime problem, but our focus is with the victim. We are involved with criminals only when the victims have a specific concern. We do not take an anti-offender position here.

You should also be prepared to inform the prospective volunteer of some program realities during the interview.

##### 1. Victim hostility

Volunteers must be prepared to accept that some victims may not welcome the contact. Victims can be afraid, moody or in the middle of dinner. Sometimes, frustration at the crime and the criminal can be directed at the caller.

##### 2. Victim disinterest in services

Victims may be capable of handling their situation by themselves and not need the services offered.

##### 3. The overwhelming problems

Volunteers may encounter a depressing, multi-problem case that makes them feel helpless. Sometimes the Victim Service Council can offer no solutions.

##### 4. Limited discretion

Direct service volunteers must accept the supervision of their superior and the fact that consultation with and referrals to professionals may be warranted.

##### 5. Victims are not angels

Every case will not be the little old lady victim. Victims may be prostitutes, dope dealers, welfare rip-offs, insurance fakers, alcoholics, etc. Volunteers should be prepared to accept victims as they are.

##### 6. Program requirements

The project is strict about rules and regulations because of the sensitivity of the tasks and the reliance upon volunteers. The volunteers must meet their commitments.

##### 7. The need for tough screening

The program must be very selective. This is not a job for everyone. The agency will evaluate their suitability for this particular role, not their capabilities as a person. You are looking for people who are empathetic, non-judgmental, willing to learn and reliable.

##### 8. Outreach model

If you are using the outreach model, contacting victims by phone, there will be limited face to face contact. Ninety-five percent of the Victim Service Council contacts are by phone. Some clients are difficult to reach by phone, especially from nine in the morning to five at night. That can be a very frustrating experience in which volunteers feel their time and effort are being wasted.

## TRAINING

### PRE-TRAINING ACTIVITIES

#### 9. Fear syndrome

Dealing with crime victims regularly may result in a shortlived fear of becoming a victim. While we all know "it could happen to us" direct service brings the possibility home.

Once accepted for training, the volunteers will likely be enthused about the project and ready to start as soon as possible. This momentum should not be allowed to diminish by inactivity before orientation. Here are some suggestions for taking advantage of the interim period.

Assign each new volunteer a buddy, an "old" volunteer who can answer questions and offer advice and encouragement. Be careful about assignments. While some experienced volunteers are flattered to act as guides, others may resent the time taken away from their direct service work. One experienced volunteer was frustrated when paired with a "friend" who wanted to use the time to chatter rather than learn the ropes.

It is also helpful to assign some required reading materials such as Morton Bard's, *The Crime Victims Book*, cited in our bibliography.

Note that you may lose some volunteers during this period. People often over commit themselves to a variety of activities and may decide that they cannot follow through. It is preferable that they be honest and drop out at this point rather than later, after a significant investment of your time and energy.

We found that only about fifty percent of the potential volunteers who showed interest and were acceptable actually started the training.

### TRAINING SESSION

Our suggestion for effective training approaches are based on the Victim Service Council experience and reached through trial and error. Our first orientation session, though conceived with good intentions, was almost worthless. It consisted of six sessions, five of them presented by outsiders with no understanding of victim services. They included a police official who gave a dull description of the organizational chart of a local police department, an assistant to the prosecuting attorney who made a political speech, and a courts administrator who presented a long, involved history of the circuit court in the state of Missouri.

It was only when we actually began to provide services that we realized we had been training in a vacuum. We did not understand enough about our own operations to tell the volunteers what they most needed to know — the attitudes, not the organizational chart of the police; the realities of plea bargaining, not the platitude of prosecutor concern for the victim; the reasons for frustrating trial delays, not the history of the court; how to establish trust as a stranger offering help unasked, not suggest that initial requests for assistance be handled by placing the burden back on the victim.

## TRAINING PACKAGE

### THE POST TRAINING INTERVIEW

We revised our training sessions based on our direct services experience and have developed an effective training package for victim service agencies. The following are things to consider in planning your initial training.

#### 1. Orientation, not elaborate training

The actual assimilation of how-to information will occur on a one-to-one basis during on-the-job training. You will need to offer volunteers background they will not be exposed to on their regular shifts. Do not expect to fully explain every policy, service problem, community resource or intricacy of the criminal justice system but deal with volunteers' immediate questions and concerns.

#### 2. Limited time commitment

Numerous sessions over an extended time period will be difficult to schedule, frustrating for the volunteer who wants to get started, and require heavy staff commitment. An intensive two to three day course of twelve to eighteen hours should allow you to cover the major points. Volunteers will be more likely to attend all the sessions. Fewer will drop out because of conflicts.

#### 3. Informal atmosphere

A comfortable room, possibly in a home, will put the participants at ease. Encourage all trainers to attend as many of the sessions as possible. Speakers should comment freely on other presentations, not contradicting, but clarifying and illustrating the points made. Stress that the volunteers should ask questions at any time.

#### 4. Varied presentations

Divide the functions so various people involved in the agency have an opportunity to cover one of the topics in their individual style. Don't let one person dominate the sessions.

#### 5. Role plays

These can provide a good opportunity for group participation in the training and can illustrate the interaction between volunteer and victim.

The Victim Service Council training incorporates the above and offers a 12 hour initial training to all new volunteers. The training packet in the back of this manual is offered for your use or modification.

A post training interview with the supervisor of volunteers in the first week after the initial training will allow volunteers to reflect on their training experience and focus on their future role within the agency. This is when you get to know the volunteers. Personalities emerge. We found the volunteers overflowing with reactions and ideas.

Among issues you will want to discuss are the training, sense of preparedness and service options. Some volunteers may demonstrate interests in specialized training such as sexual assault, domestic violence or homicide. Others may feel uneasy with direct service and show interests in project related tasks such as speaker's bureau, fund raising, liaison to community groups, or general office work. It is a time to discuss their feelings toward the job and to explain certain

## TRANSITIONAL ACTIVITIES

program realities. It should be made clear that volunteers should not take review of their work as personal criticism. The project director has ultimate responsibility for the program and client service.

The post training is concluded with the signing of the volunteer contract and a review of what it represents.

After the initial training, there is a transitional period until the volunteer is ready to fly. We suggest continuing the buddy system to provide what we call "on the job" training. Volunteers will need three or four sessions with a consistent trainer, first observing the contact with a victim and the necessary paperwork. Gradually diminishing the support system allows the new volunteer to feel there is a net under his/her initial contact efforts.

It is important to schedule these activities as soon as possible after the initial training. However, when a time lapse is unavoidable or when a volunteer is particularly unsure of his/her abilities, there are additional transitional activities that are valuable.

People love "behind the scenes" stories and entree into areas beyond doors which read, "FOR AUTHORIZED PERSONNEL ONLY." Find guides in the police department and courthouse who are friends of your program and can spice up the tour with colorful stories. They can help the volunteers begin to feel part of a club. At the same time introduce volunteers to the locations victims are likely to encounter. It would be useful to sit in on a trial and observe the reality vs. the television myth. They should be sure to note any situation which may be confusing or inappropriate and discuss it with the program staff, including:

- Sensitivity demonstrated towards the victim
- Skill displayed by prosecutor or defense attorney
- Attitude of the judge
- Ferocity of cross examination
- Complexity of the evidence
- Type of testimony which is disallowed
- Dress and demeanor of the defendant
- Poor memory of the witnesses

Oddly enough, another transitional activity is being there. One of the most useful occupations for new volunteers is to park themselves in the middle of the office chaos and observe the daily activity. The phone calls they overhear, the crisis they observe, the discussions of counseling strategies, the victims who wander into the office, all give them a flavor of the experience.

New volunteers should also be encouraged to read the resource book, background materials and articles.

Supervision is essential to a successful volunteer program. Even the best trained volunteers need on-going, quality supervision to insure a high standard of service. The project director, ultimately responsible for the quality of service, must establish good rapport and communications as well as clear lines of authority. Too often poor service is considered the fault of the volunteer when, in fact, it is sloppy management.

## SUPERVISION

## TIPS ON VOLUNTEER MANAGEMENT UNIQUE TO VICTIM SERVICES

Careful scheduling allows for good supervision.

1. Establish how many volunteers can be accommodated in the space available and how many can be simultaneously supervised.
2. Try to overlap shifts so the supervisor can greet each volunteer separately and spend time at the end for an individual discussion and review of each case handled.
3. Consider scheduling volunteers who come more than once a week on consecutive days so they can use their second day to thoroughly follow up on cases they contacted the first day.

The issue of unreliability is the Achilles heel of many volunteer programs. Staff frustration builds and consistency of service suffers. At the Victim Service Council we find that the higher the expectations placed on volunteers, the more likely they are to come through. Volunteers receive the message that they are really needed by the program if they are informed that their volunteer responsibilities must take precedence over other needs. This point must be made during the screening process, stressed at several points in the training, incorporated into the contract and reinforced by the reactions of the supervisor. However, you must understand that there are genuine difficulties in ordering lives and there will be times the direct service volunteers will not show.

Volunteers in victim services share some common problems which you will need to become aware of to help them through. For example, grateful victims occasionally put volunteers on a pedestal, and volunteers may become so personally involved that they believe they are indispensable. Once, a Victim Service Council volunteer was flattered when a victim developed an astrological rationale for how they were "intended" to meet. The volunteer was told by the victim, "You're the only one who can help me." The volunteer began to believe it and was crushed when the victim didn't follow through on actions on which they had agreed.

In another instance of over involvement, a volunteer at the Victim Service Council was assigned to work with a paralyzed victim of a shooting. The offender was the victim's estranged wife. Our volunteer (who became one of our best) became so involved in his personal life that she was speaking for the victim to his lawyer. He was almost divorced before he knew what had happened! Too much investment can be just as dangerous as too little.

In cases like these, volunteers who seem to be getting too close to the situation may be advised to back off and other staff or other volunteers may be asked to make occasional contacts to offset potentially difficult dependencies. Volunteers who consistently get over involved might be advised to reduce their time commitment or even take a sabbatical to insure against "burn out."

Another problem arises in the area of values clarification. One long time volunteer was upset at the realization that she faulted a rape victim who had been followed home after getting drunk in a bar. The volunteer tried to respond empathetically but found it even more difficult to remain non-judgmental when the victim described the incident in sexual

slang. The volunteer was able to discuss her concerns about these reactions with the supervisor. Together they explored the reasons for the volunteer's judgments and the volunteer decided to continue working with the victim.

It takes guts to admit biases, but volunteers who take that step find that they are able to reach a new level of understanding of themselves as well as the victim.

In cases like these supervisors can help the volunteers come to terms with their feelings and take a broader perspective on their role. Reassure that it is human to make judgments. Volunteers who pretend that they have no prejudices are either fooling themselves or the program. Help volunteers openly acknowledge their biases, then determine if they can continue to work on cases which these biases may affect.

Explain that the focus of a victim service program is to offer help simply because an individual is a victim of a crime. There can be no expectations that the victim should respond to life situations in the same way we do. Victims must be accepted as they really are — even if they are dirty, profane, lazy, manipulative, etc. One program tells its volunteers, "when you can take abusive language and work through to the end with a victim who may be a loser from the day he was born, that's when you are a real advocate."

The program shouldn't pick its victims on the basis of character, if it did it would be in the position of setting moral criteria as a prerequisite for help.

Another problem occurs when volunteers lack confidence. Don't give up too early. At the Victim Service Council some of our most competent and dependable volunteers were very slow starters. The first few times they made phone calls some volunteers actually hoped that no one would answer. Volunteers often described the sinking feeling when a voice said, "Hello." "I used to feel I was opening Pandora's Box," one volunteer said, "Now I don't imagine hostility, I just forge ahead."

1. Try explaining that fears and doubts are normal — telling stories about other volunteers who experienced similar feelings.
2. Allow the volunteers to gradually increase their responsibility.
3. Assign cases which are known to be straight-forward and where the victim has responded positively to agency contact in the past.
4. The extra investment of your time may be well worth it.

One of the most difficult tasks is to keep volunteers working in your program for any significant period of time. To prevent turn over, programs often make the assumption that volunteers want and expect the traditional pins, badges, certificates and ceremonial dinners. Victim Service Council planned to publicly acknowledge its volunteers, but was forced to delay for a number of reasons. Meanwhile, we noted that the volunteers displayed little interest in official recognition. Their motivation for remaining with the program was made clear as we saw their eyes light up when a victim told them their phone call was, "the nicest thing that

**ONCE YOU'VE GOT  
THEM—KEEP THEM**

## IN-SERVICE TRAINING

has happened all month," or when the coordinator praised the improvement in their written narratives. We don't suggest that you abandon all formal recognition, but ultimately external displays cannot substitute for the satisfactions of the job itself. (Eventually we threw a birthday bash with speeches and introductions of volunteers.)

The most effective motivational techniques are linked to the objectives of the program, such as developing new projects to help victims or providing better training so the volunteers can assist individual victims more effectively. The momentum achieved during the training and transitional periods must be continued. The following activities are the best ways we found to demonstrate appreciation for the volunteer and keep their interest in the program alive.

Regularly scheduled in-service training sessions should be mandatory for all volunteers. The subject can be based on problem areas or areas where volunteers want more knowledge. Announcement flyers, attractively designed, can make even supposedly dull topics appealing.

TO: VSC Volunteers  
FROM: Debbie Brett, Project Director  
Elynor Flegel, Volunteer Coordinator

On Wednesday, February 13, VSC is having an in-service training session entitled "Everything You Always (?) Wanted To Know About VSC Forms and Narratives".

TIME: 11:30 a.m. to 1:30 p.m.

PLACE: Room B117  
Police Administration Annex  
7900 Forsyth

This will be an opportunity to clear up questions many of us have had — don't miss it!

Bring your own lunch.

RSVP regrets 889-3362



## VOLUNTEER COMMITTEE

Some of the Victim Service Council best in-service training sessions were a description of the criminal justice process presented by an assistant prosecutor and a public defender, a session with the counseling advisor on volunteer fears, including fear of crime, and a crime prevention and anti-fence demonstration. The best in-service training sessions are where volunteers bring a case which has been difficult or rewarding to share with the others. This is where the nitty-gritty of the volunteer job is discussed. We found that volunteers are much more confused than they usually let on or may even be aware of themselves.

A volunteer committee, coordinated by the volunteer chairman, should create a channel for broader and more intense volunteer involvement in the program. It can represent added commitment and responsibility. Further, if the membership is rotated, it offers all volunteers a feeling that they can have a hand in shaping their experience.

Responsibilities will depend on the structure of your agency and the interests of the volunteer. They might include:

- Planning in-service training agendas
- Planning and organizing special projects
- Designing official recognition events for volunteers
- Acting as agency spokespersons in the community
- Revising volunteer job description, code of ethics, and contract
- Serving as a training team for an orientation program
- Discussing policy changes with project director and/or chairman when appropriate.

Volunteers should be offered an opportunity to interview for special training in areas such as sexual assault, domestic violence and grief counseling (for families of homicide victims). Here, again, volunteers must be carefully screened to explore any judgmental biases or personal problems which may affect their work. Even professional counselors are better at empathizing with certain types of clients more than others. Because of personal history a volunteer may be best suited to only one type of special training. One volunteer may understand that a rape victim doesn't "ask for it" but not understand why a battered woman stays with her husband while another may be able to accept the complexity of factors an abused woman might face but be uncomfortable with sexual slang.

Sometimes a volunteer may be interested but lack confidence in her abilities. Staff must encourage some to take the leap and advise others that now is not the time, recommending that they get more experience before launching into the sensitive areas. The final decision should rest with the volunteer supervisor and/or project director. The Peter Principle applies to volunteers as well as any salaried employee.

Special requirements may also be established. For example volunteers working with domestic violence cases must agree to be available in between shifts to respond to emergency situations.

In recognition of their achievements certain volunteers may be selected to represent the agency at advanced train-

## TERMINATION OF VOLUNTEER EMPLOYMENT

ing sessions in the community or occasional conferences in other parts of the country.

A newsletter is a good way to disseminate information, maintain enthusiasm and recognize out of the ordinary efforts. Editing it would be one of the special projects.

Victim service people usually have a long list of ideas simmering which may be challenging, could enhance the program's image in the community or the criminal justice system and create new opportunities for volunteers.

Not every volunteer will necessarily want to diversify his activities in the agency. One long time volunteer was so faithful that we kept looking for some special way to reward her. We assumed that she was so burnt out with casework that she would like a change of pace — like training new volunteers or attending workshops. She went along with our suggestions, but without any display of enthusiasm. At last she admitted to us that she actually preferred working with victims. The personal contact was her reward. For her, special projects were a pain.

Occasionally, volunteers don't work out. Some people may take so much time and need so much supervision that you cannot keep them on in direct services. You may try to use them elsewhere and if that does not work you must dismiss them.

Volunteers leave for many different reasons, many of them unrelated to the program itself. We suggest that all departing volunteers participate in a candid evaluation of the program and their experience. The insights expressed at this point may be the most helpful ones you will receive. The letter in Appendix H is sent by the Victim Service Council to volunteers leaving the program.

In conclusion, volunteer management requires extreme diligence. It's worth it!



## Chapter VI

### SERVE THE CLIENTS

Contacts with the criminal justice system, the training of volunteers and project design are only useful if your program is committed to quality services. The individual victim must be the focus.

Most victims experience a common series of emotional reactions which we refer to as "the victimization syndrome." The process parallels the grief process outlined in Elisabeth Kubler-Ross in *On Death and Dying*, or rape trauma syndrome described by Ann Burgess in *Rape and its Victims*. It consists of three basic stages:

1. **Crisis Stage** (up to 72 hours): Denial — Many times we have heard victims in the emergency room saying, "This can't be happening to me, it must be a dream." One rape victim commented, "I feel like an observer, watching and reliving someone else's experience."
2. **Intermediate Stage** (24 hours to 6 weeks): A series of different emotions emerge and fade with varying intensity: fear, anger, guilt, frustration, embarrassment; often accompanied by disruptions in eating/sleeping patterns and a change in lifestyle. When asked how she was doing, one victim said, "I don't know. One minute I know the whole thing was my fault. The next minute I know it's his fault. I do know I'm too afraid to sleep in that apartment again!"
3. **Reintegration** (one week to one year): Victim resumes normal life. As one victim commented, "I have it in perspective now and don't think of it very often any more."

Read *The Crime Victims Book* by Morton Bard, written to help victims to understand their own feelings.

But be aware that each victim reacts differently. For instance, some victimizations are actually less serious than they may appear on a police report. Many victims are amazingly resilient and can cope easily in the aftermath of a crime. One child was severely beaten by an intruder. It took longer for the bruises to heal than for the emotional scars which we expected him to develop. Two years later, he is still fine. Do not anticipate or cause victims to feel that they should be exhibiting intense reactions.

Most importantly, a victim's reactions do not take place in an isolated environment, but are influenced by a web of circumstances that might not have any direct connection with the crime that occurred.

**SERVING SPECIFIC VICTIMS**

- However, almost all victims need reassurance:
1. Victims need to know the crisis is over.  
"You are O.K. now. Things may still be chaotic and difficult. But the worst is past."
  2. They need to know that life will go back to normal.  
"It will get better in time. Other people have done it and you can too."
  3. They need an ally.  
"You don't have to do it alone. We'll help you cut red tape. We are your friend."
  4. They need to regain control. Victims of crime have just experienced a situation out of their control. They have been mugged, robbed or attacked by someone else. Remind them that their life belongs to them. Give them straight information on choices they face.  
Then say, "You choose. I'll support you in your choice."
  5. They need to feel worth and dignity.  
"We are calling to offer help to you. You're important and we care."

Patterns begin to emerge for different types of victimizations. The Victim Service Council's observations are described in the following charts. Do not view the problems as inevitable or the suggestions as a recipe. We hope they will serve as a helpful guide in problem assessment.

**BURGLARY VICTIMS**

**PROBLEM**

1. Feel violation of home no longer safe haven
2. Reluctant to leave house
3. Reluctant to stay home
4. Express lots of "I should's"
5. Heavy financial loss
6. Sorrow at loss of items with sentimental value

**COMMENT**

See Bard: "If I can't be safe in home, where can I be safe?"

Afraid that house will be burglarized if they leave.

Afraid they will encounter burglar in the house.

"I should have... locked my door" put in that new lock" stayed home"

Home may be cleaned out of valuables.

Often this personal loss concerns the victim more than monetary loss.

**SUGGESTION**

Valid concern. Discuss ways they can "feel" safe, perhaps get a dog.

Suggest array of home security measures.

Same as above.

Stress that burglary is not their fault. "Now you know and can take other precautions."

Suggest that they consider itemizing and deducting as IRS casualty loss. (Publication 547)

Suggest anti-fence project (if you have one in your locality) for one of a kind items.

7. Disgust at destruction which may accompany burglary

8. Realization of isolation

9. Frustration with police who don't investigate as thoroughly as they expect

10. Expense of securing home

**ROBBERY VICTIMS**

**PROBLEM**

1. Fear of venturing alone on the street
2. Relief at survival  
Realization of mortality
3. Frustration at loss of personal effects

Difficult to understand vandalism. Destroys faith in people.

Particularly apparent with suburban, mobile families. Frustrated and saddened that their neighbors don't look out for them.

- a. Believe that the police should immediately take fingerprints & utilize crime lab. Do not understand limitations.
- b. Often feel they "know" who did it — believe police should be able to prove it.

- a. Victims with some financial resources often go out and buy elaborate and expensive security systems.

- b. Indigent victims may not have money to make even the simplest repairs.

There are no "answers" to this one. A valid concern. Empathize. Acknowledge and accept their feelings of anger/disgust.

Crime may motivate them to reach out to know their neighbors. Incentive for block watch program.

- a. Explain limitations on investigation — criteria for assigning crime lab.

- b. Explain need for corroborating evidence. If victim is very concerned, you may ask the police to respond directly.

- a. Suggest home security surveys by police department. Spare the victim the expense of buying unneeded equipment.

- b. Find alternative resources — retired persons, unions to make home repairs.

**COMMENT**

Often entails major changes in lifestyle. May have to curtail activities such as jogging & taking long walks.

In personal crimes, particularly when a weapon is used, the thought "I'm going to die" often flashes through the victim's mind.

The most frustrating part of the post-crime period may be all the hassles of replacing documents.

**SUGGESTION**

Provide detailed street safety information. Best bet: shrill whistle; self defense training may help them "feel more secure."

Help victim to recognize, "I'm lucky to be alive."

Be sure to collect detailed information on procedures for replacing drivers license, social security cards, credit cards, etc. Share the load with informal contract.

4. Fear of intimidation

Muggers often threaten, "I'll get you if you report this."

See *Suggestions for Handling Threats and Harassment.*

5. For commercial robberies, fear on the job

Employees of fast food establishments and 24-hour stores are particularly vulnerable.

1. Approach businesses to provide more effective protection for their personnel.  
2. Assist victim to find new employment in safe setting.

**ASSAULT VICTIMS PROBLEM**

**COMMENT**

**SUGGESTION**

1. Tremendous anger/bitterness

Feel attack was personal, directed at them as *individuals*.

Encourage them to direct anger at offender, healthy to express.

2. Realization of mortality

Even more so than in robbery, there was a belief at some point that they were going to die. If severely injured, they might not feel, "I'm lucky to be alive."

Acknowledge fears. Gently guide them toward areas where they do have control.

3. Physical injury

Victims may neglect medical care because of:  
a. denial of problem  
b. lack of money

Actively encourage them to get the medical attention they need. If money is a problem, try to find low cost alternatives.

4. Medical bills

For uninsured or underinsured victims, bills are often a large source of worry. Many people have never had to face that level of debt.

Hospital social service units can often help to "write off" the debt or work out reasonable arrangements for delayed payment. Requests from a victim service agency may carry weight.

5. Time lost from work

Families often lose a source of income. There is little short term (1-6 week) financial assistance available.

Dig for resources. Be creative — Ask community group to "adopt" the family so they can keep afloat financially.

6. Fear of reprisals

May be more likely than in robbery cases.

See: *How to Handle Threats and Harassment.*

7. If assailant is family member or friend: feeling of betrayal

These are frequent. Difficult to accept that someone trusted turned on them. May be hard to avoid contact with offender.

Handle on case-by-case basis.

8. If result of traffic incident: fear of driving, bewilderment

These are common. People use their cars as outlet for anger. They take other frustrations out on anyone they see in their way.

Let victims know this is not as much of a "freak" as they suppose.

9. If result of jealousy: victim feels very vulnerable

Jealousy is a powerful motivator. These situations should be taken very seriously.

See: *How to Handle Threats & Harassment.*

10. For male victims: shame at "losing" a fight

These emotions can be very irrational. Feel they lost face with the women in their lives.

Assign male counselor to help them form realistic assessment of the incident. Professional counseling in extreme cases.

**SEXUAL ASSAULT VICTIMS PROBLEM**

**COMMENT**

**SUGGESTION**

1. Embarrassment

Police investigation and hospital exam can be an ordeal.

Act as natural as possible.

2. Difficulty in describing the incident

Elderly victims in particular may never have used the words necessary to describe what happened to them.

Suggest criminal justice personnel break the ice by describing sexual acts in their own words and allowing victim to say yes or no. Eventually victim may feel more comfortable.

3. Concern about VD/pregnancy

Actual incidence is rare. (About 1% of rape victims get pregnant)

Be well informed of available options. Check that they receive appropriate care at hospital.

4. Bill for medical exam

Can be a traumatic reminder.

Many localities can arrange to absorb these costs.

5. Fear of telling family members

Concerns may be legitimate. Male family members, in particular, have difficulties.

Offer to talk to family members. Make sure male counselors are available.

6. Fear of media publicity

Newspapers like to print the gory details. Most will not reveal the victim's identity.

Contacts with newspapers to insure anonymity of victim.

7. Fear the neighbors will find out

This is a real concern, particularly in rural areas or small towns. People can be very insensitive.

Help victim to realize that assault is nothing to be ashamed of.

8. Recurring nightmares, changes in sleeping patterns, loss of appetite

Very common.

Let victim know these are normal reactions and will pass in time.

9. Decision to prosecute

Very tough. It won't be easy, but can be psychologically helpful. The decision can be complicated by embarrassment.

Carefully explain implications.

10. Fear they will have to testify about prior sexual history

Many states have laws which protect victims from this kind of cross examination in most circumstances.

Explain laws to victim. Often a source of great relief.

11. Nervous about polygraph

In some jurisdictions, a polygraph is routinely administered in sexual assault cases. It is not necessarily a problem. Often victims welcome the opportunity to "prove" they are telling the truth and feel vindicated.

Explain local policy. Try to diffuse fears. Intercede with police if there is a real problem. Accompany if needed & allowed.

12. Bitterness against offender — shock at violence of act/degradation

This may be the strongest hatred a victim has ever experienced. The victim may be frightened by the intensity of emotion.

Allow victim to direct anger where it belongs — at offender. Let them feel they are entitled to be angry.

13. Sexual dysfunction

Two possible responses:  
a. victim feels soiled — becomes promiscuous.  
b. victim unable to enjoy sex.

Refer for professional counseling.

**BATTERED WOMEN**

**PROBLEM**

1. Decision to stay

Often the woman has very good reasons for staying. Do not judge.

Give women options to improve coping ability. Help develop escape plan. Have money in reserve.

2. Decision to leave

Is agonizing. May be made several times before it is final.

Do not express disappointment if women choose to return.

3. Financial worries

Decision often means poverty.

Help victim develop job skills even while remaining in the household.

4. Decision to prosecute

Very, very difficult. Victims often change their minds.

Explain implications thoroughly. Explain sentencing alternatives.

5. Desire counseling for batterer

Batterers very seldom voluntarily seek counseling.

Find counselor with special expertise in that area if man is interested.

6. Desire counseling for themselves

Victims need to feel they are not alone.

Recommend participation in support group for battered women. Find counselor with specific expertise.

7. For separated couples visitation offers opportunities for assaults

Visitation is a highly charged atmosphere. Victim is very vulnerable.

Recommend that victim avoid direct contact with offender. Find family member or other third party who will act as a buffer. Suggest meeting in a public place.

8. Isolation

Battered women are systematically isolated by batterer. Have few friends. Ashamed for people to know the situation.

On-going relationships with victim service worker. Encourage development of support system.

9. Helplessness

This is learned behavior.

Patiently create experiences for victims in which they can have a sense of accomplishment.

10. Psychological dependence

Many batterers can be kind, warm, and generous at times in the relationship, particularly right after the incident.

These needs must be acknowledged, not glossed over.

11. Fear of reoccurrence

Victims must understand that almost all batterers are repeaters.

If they decide to stay, encourage them to take precautions. Recognize early signs of build-up in tension. Plan escape route.

12. Feeling of personal failure

Many women raised in traditional homes feel the marriage depends on them — primarily their responsibility.

Encourage them to recognize relationship as a 2-way street. Help them assess their efforts to make it work vs. spouse's efforts.

13. Fear for children's safety — effect on children

a. Batterers often abuse the children as well. Eventually they may make sexual advances toward adolescent girls. This may be the last straw for the victim.  
b. Victim may also abuse — there may be a pecking order.

a. Assess carefully. Call child abuse hotline if situation appears serious.

b. Referral to Parent's Anonymous.

**SURVIVOR VICTIMS (FAMILY OF HOMICIDE) PROBLEM**

1. Acceptance of death

**COMMENT**

Grief stages discussed in *On Death and Dying* (Kubler-Ross).

**SUGGESTION**

Identify counselors with special expertise in grief counseling.

2. Funeral arrangements	Family is not prepared. Easy prey for unscrupulous morticians.	Learn about burial costs in your community. Advise survivors what is reasonable. Help with arrangements when requested. Make sure home is watched during the funeral — could be burglarized. Many religious groups have burial assistance funds.
3. Financial problems when breadwinner is killed	Families not prepared for financial burden. Difficult realization.	Familiarity with Social Security Survivor's Benefits, union benefits, life insurance, probate laws, etc. Handhold — may ask local group to "adopt" family temporarily.
4. Delayed emotional reaction	Initial feeling is denial. Often the early days are filled with support by family and friends. Difficult period sets in after 2 to 3 weeks.	Be sure to arrange for follow-up call during this period. Help families identify other sources of on-going emotional support.
5. Reactions of children	Children need to know as much truth as they can handle.	Help parents to identify signs of abnormal reactions and encourage parents to seek professional help if serious problems are evident.
6. Need information on case	Families may want to know every detail to assure themselves that the victim was in no way to blame.	Arrange for family to meet with homicide detectives or prosecutor assigned to the case.
7. Media publicity	May learn of information in papers.	Ask to advise family of new details before release to the media.
8. Feel powerless in criminal justice system	Unless a direct witness, family has no official role in proceedings. May want to gather evidence on its own — get enmeshed in details of the case.	While victims may need to take action to feel in control again they must, at some point, let go and build a new life.
9. Ordeal during trial	The trial reactivates the grief process a year or more after the incident. Family may insist on attending trial. Prosecutor will welcome it (affects the jury).	Need court accompaniment — explanation of proceedings — have prosecutor acknowledge their presence & discuss case with them.
10. Loneliness	Often unanticipated. Can be crushing.	Find support group. Encourage them to participate in new activities.

11. Can't stop ruminating	Survivors can't stop thinking about deceased or about the actual homicide.	Let them know that it will get better with time.
12. Want revenge	Families often want murderer to die. Find it difficult to accept plea bargaining & finding of insanity.	Make their concerns known. Explain that criminal justice system separates offender's fate from their own recovery.
<b>CHILD VICTIMS PROBLEM</b>		
1. Parent's reaction	Parents may get hysterical. Their reactions may have more of an impact on child than the crime. May become overprotective and child feels punished.	Discuss in detail with parents. Refer for specialized counseling when appropriate.
2. Signs of emotional distress	Changes in eating, sleeping and behavior patterns.	Ask parents to be aware of these changes. May need professional referral. They should discuss problem with teacher as well.
3. Guilt	Children often blame themselves for the uproar.	Parents must be careful to avoid any blame to child.
4. Parent's unconcern	Some parents may be unreasonable of child's needs. May not want them to talk to you — feel threatened.	Tread lightly. Recognize parents' needs. Discuss with counseling advisor.
5. Difficulty in describing incident	Children may find it hard to describe the incident — particularly if very young.	Discuss with counseling advisor.
6. Fears about testifying	Children are usually assigned to grand juries — most deal with them very sensitively.	Develop special procedures with prosecution. Explain process to parents.
7. Incest: decision about family future	Often a tug-of-war between child welfare agencies (wanting to keep family intact) and criminal justice system (wanting to prosecute). Complicated by scarcity of foster homes.	Understand policies of local child welfare agencies. Find specialized counseling.
8. Incest: mixed reaction by mother	Mothers may be torn between concern for child and dependence on father. Often child is sacrificed.	These cases need to be carefully watched.
9. Reaction of other children	Other children may be cruel. Victim may get a lot of unwanted attention.	Suggest family discuss situation with school guidance counselor. This will pass with time.

10. Fear of intimidation

Children and parents may be terrified of reoccurrence.

Advise of reasonable safety measures. Request victim be advised if offender is released from custody.

**ELDERLY VICTIMS PROBLEM**

**COMMENT**

**SUGGESTION**

1. Tremendous fear of crime

Elderly victims are no more likely to become victims than the rest of the population. However, their fear is much greater. Street crime is a serious problem in inner cities.

Suggest crime prevention measures, escort service, home security inspections, etc. Self-defense training for seniors.

2. Acute financial loss

Senior citizens on fixed incomes suffer.

Encourage social security deposits directly to bank. Find groups to help out financially.

3. Change in lifestyle

Crime often changes habits.

Find appropriate alternatives.

4. Loneliness

Crime further isolates elderly, who are frequently very lonely.

Encourage activities. Outreach by local senior citizens' center.

5. Family reactions

Often children pressure parents to move in with them or into a nursing home for safety. Undermines feeling of independence.

Contact family members to discuss concerns.

6. Reluctance to get involved with criminal justice system

Have tremendous fear of criminal justice system.

Provide information and step by step accompaniment.

**ASSIGNMENT**

Assigning cases is a sensitive task. Because of his/her knowledge of both volunteer and staff capabilities, the supervisor of volunteers is in the best position to make assignments. Assume that volunteers are as able to handle sensitive cases as well as staff members could. For example, an older volunteer may have much more credibility with an elderly sodomy victim than younger staff members.

In general, assignment decisions will be based on some but not all of the following factors:

1. Need for immediate action.
2. Individual skills and training levels of volunteers scheduled for the day.
3. Interests of the volunteers scheduled for the day; some like to work with child victims or elderly victims.
4. Staff workload.
5. Volunteer willingness to follow up after hours. Certain cases, such as child victims, may need a consistent worker.

**FIRST CONTACT — Based on the Outreach Model**

The first outreach effort, or contact with the victim initiated by the agency, requires exceptional sensitivity. Most people who recently have suffered a traumatic experience will feel apprehensive when called by a stranger offering help. They might be thinking:

- "Is this caller selling security equipment?"
- "Is this the offender or a relative checking up?"
- "How did they get my name and phone number?"
- "Will everyone know my business now?"

These are the natural fears which must be overcome with skill, confidence and sensitivity by the victim service worker.

Outreach, or the first telephone contact, must not result in further physical or emotional problems for the victim, but rather should establish the agency's credibility with the client as well as address legitimate concerns about invasion of privacy.

In sensitive cases (sexual assault, domestic violence, and homicide) get additional background from the investigating police officer before contacting the victim. This information will help you develop your initial approach. Most officers will have no objection to your outreach call. In some cases they may wish to advise a victim to expect a phone call from your agency. In rare instances, such as when the victim precipitated the crime, the officer may say, "Don't touch, this victim is a loser!" Use your own judgment, but generally it is best to accept his assessment.

The majority of first contacts at the Victim Service Council are by phone. When calling home or office always ask to speak directly to the victim, unless the victim is a child. If the victim is not available, use your judgment in speaking to other members of the household. It's usually all right to explain the nature of your call in burglary or major assault cases. As a rule, don't discuss other types of cases with a member of the household. Never give information to employers or co-workers. In these cases, or if you decide that a family member should not be involved, give only your own name, if asked, and determine when you can reach the victim. Do not mention the agency or give out the number.

If you choose to call a home where the offender resides (e.g. battered woman) and a man answers, you may say something like, "wrong number" or ask to speak to a fictitious person. One of our volunteers, a former Avon lady, has her monologue all prepared if someone other than the victim should answer. In these instances, if you call again, try to vary the time of day.

If you are unable to reach the victim by phone, consider sending a letter or making a home visit. For mail contact be careful in domestic cases where the offender lives with the victim. It could be dangerous to send mail to the home.

In the case of a home visit consider if the situation is potentially explosive. For example, one volunteer decided on her own to counsel a bedridden victim of a serious assault. She was threatened outside the house by the victim's assailant, a competing drug pusher. The nature of the case and the victim should have warned the volunteer. On the other hand, two volunteers, regularly and safely visit the home of an elderly mugging victim. Remember that the safety of the victim service worker must come first.

Once you make contact confirm that you actually are

## ASSESSMENT

speaking to the victim. State your own name and position and identify the agency. Say, "I understand you were the victim of a (crime)." In cases of sexual or domestic assaults, just use the term, assault.

Then describe the agency briefly. This description may include non-profit, social services to crime victims, jurisdiction, office location, no fees, etc. You may describe specific services which could be relevant to the type of crime. Be succinct and try not to ramble.

If the victim asks, always give your referral source. Be sure to tell him that you are calling to express concern for him as a crime victim and would be happy to help if you can. Stress that he is under no obligation to talk to you. Make sure the victim knows who you are and the reason for your call before proceeding.

In talking to victims, you will find that they are very often unable or unwilling to articulate their needs. There are ways to ask questions to identify feelings or hardships which the victim may not be able to express. One volunteer always identifies himself as a neighbor. "I live here," he says, "any crime in my community affects me."

The volunteer training packet includes specific questions for specific situations that arise. For example, what to ask if money was taken; if the incident was in your home or on the street; if fearful about retaliation, etc. There are also a number of common questions victims ask relating to the criminal justice system (See Appendix I). It is important, but difficult, to avoid a question and answer format. Beginning volunteers often cling to the Victim Profile Form and By Crime Sheets (both in training packet) as a life raft. When they ask the questions as if they are reading them aloud for the first time, it sounds stilted and turns people off. All workers must be encouraged to listen and respond naturally. Make it clear that follow up calls can be made to get additional information.

Remember your primary goal is to help, not interview the client. Too much curiosity could be perceived as prying. Victims who feel they are being interrogated are likely to back off. Feelings are private and must be voluntarily shared. Questions based on the information in the by crime charts in this chapter should be introduced carefully and in a conversational, concerned tone of voice.

Once trust is established victims respond freely with all kinds of information. You will want to focus on the feelings and problems the victim is experiencing *now*, rather than on the crime story. However, if the victim "needs" to tell each detail, allow him to do so.

During this conversation, you may find that the client needs no services. An office worker who had her wallet stolen had taken steps to replace credit cards, driver's license, had lost no cash and was in control of the situation. In these cases, leave the agency's number and confirm that you will be mailing information about the agency to him.

If the victim agrees that you can be helpful to him, summarize the problem areas you have noted. Make sure the victim agrees with your assessment. Don't second guess. If there are multiple problems, you and the client may want to

## SERVICE CONTRACT

list them in order of importance. Once you have identified the problem areas, you need to develop an action plan.

The Victim Service Council found that an informal "service contract" between the agency and the victim is a useful tool. The contract is the understanding that is reached between victim and worker as to what is going to be done and who is going to do it. It not only helps to resolve problems but also helps the victim regain a sense of control. It should identify tasks for both the victim (e.g. finding insurance policy, applying for food stamps, etc.) and for your agency (e.g. expediting insurance claim, advocacy for food stamps).

In developing the contract you should include some service which you can accomplish immediately so you can "come through" for the victim right away. (e.g. Explain how to replace important papers, find out if the victim appears eligible for public assistance.) However, avoid making any commitments unless you are sure the service will be provided. If it is uncertain it is best to say, "We'll see what we can do and let you know." One worker assured a victim that she would not have to pay for security repairs on her house. Later when the victim did not meet the eligibility requirements for free repairs, she blamed the Victim Service Council.

Devote your attention to those areas which the victim finds important, even if they seem inconsequential to you. One elderly woman was assaulted and robbed in her home. Her biggest concern, when we called, was that the social worker who visited her had left her gloves. We made arrangements to have them returned.

The service contract is not etched in stone and may be revised as long as the case is open.

As you conclude your first contact with your new client, leave your name and number and confirm that you will be mailing information about the agency. Agree on a convenient time to call back and determine if there are other people in the household who can discuss the case.

There is no formula for the number of contacts necessary to provide quality service, or the length of time your services are needed.

Your agency will not want to duplicate services provided by other agencies in your community. Use the guidelines for referrals in the volunteer training packet.

Your diligence at follow up with clients is a measure of your dedication to quality services. It is important for several reasons. Victims rarely call back to inform your agency on the status of their referral, even if you ask them to do so. For them this is frequently an added burden to their already confused and disoriented lives. As a helper, it is your responsibility to keep tabs on the victim's progress. When making a referral set up a convenient time for follow up calls. Keep trying until the victims are reached; they usually are grateful for your tenaciousness. Often you will find a way to help with

## CLOSING THE CASE

problems they didn't want to burden you with.

One young man, a paraplegic as a result of a shooting, was released prematurely from the hospital. A follow up call revealed that he had no bed and had been sleeping on a mattress on the floor. The volunteer found him a bed.

Another reason for follow up is to make sure a referral was successful. The reactions of victims to assistance provided by other programs will give you an opportunity to evaluate their services. Without a follow up call, you'd never know. The agencies to which you refer clients should meet standards similar to your own. You need to know if your intervention made a difference. Continue to follow up with the victim until you know.

At some point you will be ready to close each case. At the Victim Service Council we were surprised to find that this decision was not always clear cut.

There is often the tendency, particularly among volunteers who feel helpless, to close a case when they are frustrated with a client. Here are some common excuses to close a case too soon, as well as alternative suggestions.

- The victim is not at home at the designated time for a follow up call:

Keep trying.

- The victim failed to follow up on a referral:  
Nudge a little, identify obstacles and try to help overcome them.

- The victim is angry at the agency but still wants assistance:

Victims are often much more reasonable after they blow off steam.

- The victim talks and talks but there is no action:  
Stay with them a while, some victims need time to babble a bit before getting down to business.

- Next action (e.g. trial) may not be scheduled for months:

Stay in contact with the victim to remind him that you haven't forgotten him.

At the Victim Service Council, all cases closed by staff and volunteers are reviewed by the project director to assure that the reason is appropriate.

Some clients represent special challenges. Here are some examples.

### The Angry Victim

Anger is a common and healthy reaction to victimization. Sometimes, victims may feel paralyzed by their own rage. Since they feel powerless to vent their anger on the criminal they may, in some cases, direct it against the world, themselves or the victim service worker. It is important to understand the victim's need to get angry with someone. Stick with him. Allow him to rant and rave, if necessary, so he can work through these feelings.

### The Recidivist Victim

Certain people seem to be repeated victims of crime. These are the retarded, the elderly and victims who live with the offender (battered women). Whatever the cause, work with these victims to develop preventative measures which

take into account their living situation as well as the psychological factors which have resulted in repeated victimization.

### The "Guilty by Association" Victim

These are crime victims who are judged undeserving of consideration because of their lifestyles. Prostitutes, homosexuals, runaways, etc. can be easy targets to victimize. It is not going to be easy to be their advocate — they may be reluctant to cooperate with the criminal justice system and will have credibility problems as witnesses. Criminal justice personnel will often not understand why you bother with them. However, all bonafide victims are entitled to your services. Give them your best.

One homosexual had been repeatedly terrorized by neighborhood bullies. They were certain he wouldn't press charges. Finally he decided to prosecute, but was frightened to do so. We helped him talk through his fears and arranged a private meeting with the prosecutors. When he showed up for the trial, the defendants decided to plead guilty.

### The Rip-off Artist

Occasionally there are very manipulative people who have been the victims of a crime. They will see your agency as a new-found gold mine from which all sorts of riches can be obtained. They will exaggerate the effects of the victimizations to get emergency food, free money and write off old debts. They may be very difficult to identify and it is important to give all your clients the benefit of the doubt. You are not an investigatory agency. But if you have concrete reasons to believe you are being used, do not volunteer additional assistance. Terminate as soon as possible.

After the program allowed a battered woman to call her relatives long distance to make housing arrangements, we found that she made a string of other calls and attempted to charge them all to our office.

### The Precipitating Victim: Alias the Who Done It?

When is a victim not really a victim? It may be difficult to judge. Facts may emerge from police reports or volunteer interviews which indicate that your "victim" actually precipitated the crime. Sometimes, in an assault case, whoever gets to the police first to file a report is labeled as the "victim." If you have serious doubts, terminate services. On several occasions we found the victim of one case turn up as the offender in another.

### The Pseudo Victim/Agency Jumper

These are the people whom we used to call "crack pots." They may genuinely believe and will insist that they are victims — of government surveillance, gamma rays, poisoned water, evil spirits, etc. They can concoct crime incidents which seem legitimate and it is not always easy to identify their stories as fantasies. They will talk on and on and on and will not respond to suggestions offered.

They are the nemesis of all social service agencies and will sap your time and patience if you let them. When you no longer respond, they will seek another agency. These people require professional help or a group such as Contact (a group who calls people just to talk) which will stick with them. Discuss the situation with your counseling advisor.

### **The Victim with Non-Crime Related Problems**

When contacted by your agency some victims may think they have found a savior and will ask for assistance in non-crime related areas. The victimization may affect their ability to deal with problems which existed previously and there will be many situations where you will want to help. Use your judgment, help when you can, and when you can't, refer the victim to an appropriate agency in the community.

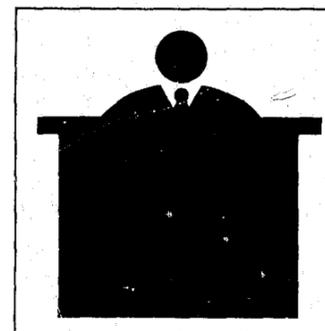
### **The Secondary Victims — The Family Members**

Everyone affected by victimization is, by extension, a victim. Reactions of family members may cause serious difficulties for the victim. One teenage rape victim was made to stay home because of her mother's fears. The girl felt she was being doubly punished. In assault cases male relations (husbands and fathers) may be especially difficult and feel that their masculinity has been attacked. Try to have male counselors available to talk to them.

### **The Religious Victim**

People with strong religious beliefs in the "just world theory" (that the world is just and therefore everything that happens to them is deserved) often perceive the crime as punishment for past sins. This can be a particularly difficult problem with parents of a child victim. One child who was sexually assaulted was told that God had punished her because she did not mind her parents. Discuss this reaction with clergy in your area.

Fortunately the problem victims are the exception, not the rule. The vast majority of your clients will be extremely receptive. Once you become comfortable with the techniques discussed in this chapter providing services to victims is challenging, exciting and rewarding.



## **Chapter VII**

### **WORKING WITH THE SYSTEM**

#### **HINTS FOR SUCCESS FOLLOW THROUGH**

#### **GO OUT OF YOUR WAY TO HELP**

#### **USE INFORMAL CONTACTS**

In dealing with the Criminal Justice System and the community your programs will face good will on the one hand and distrust and competitiveness on the other. This chapter will present some basic hints for operating in this environment, a discussion of some "hot issues" which represent potential risks to the program, and some goals we feel are worth advocating within the system. Caveat: we see developing credibility as a prerequisite for suggesting victim-oriented changes in the system. It will take time so be patient. Only when you have managed to translate your experience, skills and relationships into trust, can you realistically expect the dividend of system responsiveness to victim needs.

Resist the temptation to be all things to all people. You can't do it all, so promise only if you are sure you can deliver. Meet deadlines; return phone calls promptly; be on time for appointments; always follow through as promised.

To some extent the criminal justice system must also be regarded as a client of your program. Try to discover the least favorite duties of police and prosecutors and consider ways to ease their burden without overwhelming your own operation. You may want to offer your services for special cases even if you have to bend your own rules in order to do so.

A key witness in a case against a juvenile detention worker was a homeless teenager with a history of mental problems. The prosecutor was afraid that their "headline catching" case would fall apart without testimony of this witness. A Victim Service Council staff member provided lodging to the victim in her own home. At the trial, she handled herself well on the witness stand. The prosecutors said she couldn't have done it without us.

Your initial task is to learn as much about the system as possible and the best way is through casual interactions with individuals who work in it every day. It makes sense to maintain a friendly, open style.

Why not invite an assistant prosecutor to lunch, or participate in ride-alongs with police? Plan to go on a "light" evening, when the officers have more time to talk. Remember you are there for the contacts, not the drama.

**RESPOND TO SYSTEM CONCERNS**

Initially some criminal justice personnel may be wary of your role. Previously, victims were dependent only on them and could be easily guided through the investigatory and prosecutorial phases. Many encouraged this relationship and see victim/witness services as a threat. As one prosecutor told a Victim Service Council staff member, "Let us do the handholding." Prosecutors may fear that you will scrutinize and question their decision-making. Also, they will need to be accountable for their decisions, and will need to directly confront victims and explain their reasoning. Police often are concerned that the agency will expect them to spend more time with victims and will not realize that officers are often evaluated on the speed with which they can dispose of a call. It is important to convince the major criminal justice system officials of your professionalism by dealing directly with their fears. They may be very reluctant to express concerns, but will be relieved if you initiate discussion and bring issues out in the open in a non-defensive manner. If you are utilizing volunteers, descriptions of special screening and training techniques may reduce their concerns about amateurs.

**BE PATIENT**

Be patient about advocating for change. By starting with a low profile and a "we need to learn from you" approach you will set the stage for future cooperation. Sometimes piecemeal or trial recommendations are more easily accepted. If you request a procedural change to a component of the criminal justice system you might suggest they try it out for three months and evaluate the results. Be understanding if they decide they are not ready.

In our situation, obtaining direct referrals from sixty-four separate police departments was very cumbersome. We asked to use police central records as a major referral source on a trial basis. The referral system worked well and central records is currently the source of seventy percent of our clients.

**BE HONEST—ALWAYS!**

Forthrightness is an unusual quality in any bureaucracy. An honest reckoning of your progress will capture officials' attention in a positive way. Your willingness to admit mistakes impresses them with your honesty, setting you apart from the image of do-gooders who act like they know more than everyone else. Your ethics and sincerity will gain their respect. In one meeting of the St. Louis County Justice Commission, the Victim Service Council's funding source, we inadvertently reported incorrect service statistics. At their next meeting we corrected the error, even though no one ever would have noticed. Instead of criticizing us for making a mistake or trying to exaggerate service statistics, they now have more faith in our integrity.

Victim Service Council staff members were initially approached by social worker friends offering condolences for the "difficulties" of working with cops. These staff members had been pleasantly surprised by the earnest cooperation of police officers.

If you encounter difficulties with individuals in the system, try to work them out directly before going to their supervisors. Don't react to sensitive situations until you con-

**GO TO THE SOURCE OF THE PROBLEM FIRST**

**ENCOURAGE CONSISTENCY OF CONTACT**

sult with the person responsible. Express your concerns and listen to his position. For example, at the Victim Service Council we quietly made contact with a police officer who made the accused rapist call the rape victim to apologize and explained why this was not a good idea. In this case, the officer was receptive. However, if a stalemate should develop, seek higher ground.

The criminal justice system operates on personal relationships. They should know your full-time workers (volunteers and staff), feel comfortable with their presence, and accept them as part of the system. You may want to designate specific victim service workers as liaisons to key individuals in the criminal justice system and to major outside agencies (e.g. welfare, senior citizen, social security). They could make periodic visits to find good contact people, discuss problems, and assess attitudes while learning about changes in personnel and policies.

One Victim Service Council worker is a member of the criminal justice system Crime Prevention Council; another, of a citizen crime prevention group and a third is also a volunteer with a local rape program.

**BE THICK SKINNED**

Expect your share of infuriating incidents:

- Sexist jokes (remarks about rape victims asking for it and battered husbands are frequent.)
- Patronizing attitudes (they may call your female workers "honey" or "sweetie.")
- Insensitive statements ("He doesn't need help; there isn't a mark on him.")
- Putdowns ("We don't have time to make busy work for you.")
- Challenges (Police often like to study the faces of female workers as they recount the intimate details of a sexual assault in graphic language.)

Realize that you are convenient targets for longtime frustration, or maybe they are testing you. If you can take it they will back off and respect you.

**HOT ISSUES**

Like any system the criminal justice system has loaded issues where there is more than meets the eye. This may be because of turf, publicity, past experience or where the victims' interests conflict with the system. In some cases, the issue will be a clear cut matter of integrity and you must be prepared to disregard the consequences.

**AFFIDAVIT OF NON-PROSECUTION**

One of the most delicate situations in the criminal justice process arises when victims decide that they do not want to cooperate in prosecuting a case. The role of the victim is tenuous here. The decision to prosecute theoretically rests solely with the prosecutor and the victim can be subpoenaed to testify and charged with contempt of court if he/she does not cooperate. However, prosecutors are usually very reluc-

## POLYGRAPHS

tant to pursue a case in which the victim might be an unwilling witness.

In domestic cases, it is often anticipated that the victim will change his/her mind and drop charges. Since the criminal justice community rarely considers the offenders in this type of case criminals or a threat to society, prosecutors rarely object, except to point out that it might be difficult for a warrant to be issued a second time if the abuse should continue.

In sexual assault cases, the agreement of the victim to prosecute is almost always a prerequisite for prosecution. In the case of major violators the prosecutors may pressure the victim to cooperate if the offenders are repeaters who pose a threat to community safety.

Some victims are adamant about their desire to drop prosecution. We suggest you recommend they discuss their decision directly with the police officer and prosecutor assigned to their case. Remember that the police and the prosecutor may not have the same investment in a case and suggest the victim touch base with both sources. Take pains to avoid being associated in any way with a victim's decision to drop charges.

If the victim is confused, offer to explain his/her options and their possible consequences. In all cases it must be clear, both in fact and appearance, that this is exclusively the victim's decision. Any hint that you or your workers encouraged the victim in any way against prosecution could jeopardize your credibility with the criminal justice system.

Once the Victim Service Council merely offered to send non-prosecution agreement forms to save a victim a trip to the courthouse. Within days we received a call from a police chief requesting we meet with him to discuss our policy and practice of successfully encouraging many of our clients not to prosecute.

That minor service jeopardized our relationship with the police.

Polygraphs or lie detector tests are a common tool in many jurisdictions, particularly in sexual assault cases. Their use can be perceived as an inhumane policy both by victim service workers and victims. However, while we are not in favor of the use of this device as standard operating procedures, we decided not to oppose it in principle. Other programs will have to reach their own decisions.

We understand that rape is the major type of crime where the evidence is primarily "one on one"; i.e. the word of the victim vs. the word of the defendant, with scant corroborating evidence. The credibility of the victim is often the sole determining factor. The polygraph, properly administered, is a good, though not infallible indicator of the consistency and truthfulness of the victim's account. A rape case is a time consuming and difficult case to prepare, and it is reasonable that the prosecutor would want to be satisfied about the veracity of the victim's story.

We have found victim's responses to vary a great deal. Some welcome the opportunity to prove they are telling the truth and see the polygraph as a way they can assert themselves in a positive way against the offender. Others feel it is dehumanizing and insulting. A victim service program

## VICTIM SERVICE WORKERS SUBPOENAED TO TESTIFY IN COURT

can do a great deal to remove the onus of taking a polygraph. Properly prepared and escorted to the session, the experience need not be painful. However, victims who fail the test (frequently occurs with victims who may not be telling the "whole truth") can be devastated and will need immediate counseling.

This is a controversial subject and there are convincing arguments on both sides. Before determining your policy, we suggest you research the question, discuss it with your police sex crimes unit or rape crisis center and interview the experts who administer the tests.

In some jurisdictions, although not in St. Louis County, victim service workers have been subpoenaed to testify in court regarding case information. A caseworker (volunteer or staff) should be aware of this possibility.

In most states, there is no statutory privilege which would protect communications between a lay caseworker and victim. However, some programs which are a part of the prosecutor's office have been successful in extending the lawyer client relationship to include their caseworkers. A Madison County, Illinois, judge ruled that confidential reports of counseling discussions between rape victims and crisis center personnel should be barred as evidence in a rape trial. Contact a lawyer to clarify the situation in your state. If it seems likely that your caseworkers' records will be subpoenaed, seek the lawyer's and professional counselor's advice on how to keep records and deal with clients on this matter.

## PLEA BARGAINING

A recent LEAA study defines plea bargaining as, "the defendant's agreement to plead guilty to a criminal charge with the reasonable expectation of receiving some consideration from the state," which is usually a charge modification or an agreement on a sentence. It is estimated that nation-wide about eighty percent of criminal cases are plea bargained. It is usually informally negotiated by the prosecutor and defense attorney.

The plea bargain is, in a sense a deal, but not necessarily an evil. It does move cases more quickly and without costly and time consuming trials. It is a prosecutor's prerogative that is jealously guarded. Any diminution of the prosecutor's flexibility in these cases could be threatening.

Victims have usually not been included in the plea negotiations, nor have their opinions been sought. Victims are often incensed at the mention of plea bargaining. In their view plea bargaining means compromise and even the thought of making a deal with the criminal is repugnant.

## TRAINING CRIMINAL JUSTICE PERSONNEL

Most victim service workers are shocked by their first exposure to police and prosecutor insensitivity toward victims. Without a solid criminal justice background, it will be presumptuous of your workers to feel it is their role to "show the light" to the law enforcement community.

Training for criminal justice personnel in crisis intervention, interview techniques, and the emotional reactions to victimization is an important goal for everyone concerned

about the treatment of victims. There is very little formal training in this area.

The worst mistake you can make is to approach the local police training academy and announce your availability to teach criminal justice personnel how to be more sensitive to victims. Rather develop information (training materials or pamphlets) which will make their job easier; e.g. how to handle a family violence incident so it doesn't become a homicide.

It will be important to earn your stripes, moving slowly so they can feel in control. For example, one social worker volunteered her services to the police academy as an actress for role play situations involving rape victims and worked her way gradually into a guest lecturer position.

When you do get the opportunity to make a presentation, orient your approach to law enforcement attitudes. Use a presenter with a good sense of humor who can think on his/her feet. Police may not accept training which demands they be something they are not, such as paraprofessional psychologists. An effective approach would focus less on the emotional needs of the victims and more on practical applications within the department (e.g. better interview techniques which will enable officers to get a complete account of the incident from the victim). Help them view their response to victim concerns as the most efficient way for them to get an accurate account of the crime.

If you are not invited to participate in training, use your contacts to recommend that victim concerns be incorporated in the academy curriculum for both initial and in-service training.

Cases involving family violence are among the most difficult for the criminal justice system. More police are killed or injured in the line of duty intervening in domestic violence cases than in any other kind. Also police are frustrated by seldom seeing successful outcomes to abuse cases and by having warrants, when sought, turned down or taken under advisement. Dynamics of family violence are simply not understood and rarely included in training.

For all these reasons family violence cases ("domestics") have been the butt of jokes and a major headache and are viewed as "no-win" situations.

Typical comments of police officers are:

- "If I try to arrest the husband, the woman will jump on my back and try to kill me!"
- "I usually take the husband for a walk around the block to cool off."
- "Sometimes the only way I'll get any peace is to tell them that if I have any more trouble from their house tonight, I'll lock them both up."
- "It's a waste, they never prosecute."

Despite comments that we were wasting our time, we found that offering on-going support and court escort in spouse abuse situations, resulted in a marked increase in convictions. With advocates on their side, many of the women did follow through. In one week, our involvement led directly to three convictions on assault problems. Convictions are prosecutors primary concern; none of the women involved were harassed again.

## SERVICES TO DEFENSE WITNESSES

## WORKING WITH JUVENILE COURT

## AFFILIATIONS

If you do decide to include battered women in your target population, be prepared for the "bleeding heart" stigma and lots of wise cracks. But if anyone needs an advocate in the criminal justice system, it is the victims of domestic violence.

Many abused women's programs discourage prosecution as unproductive, so if you go this route be prepared for flak from both sides. Though this is an issue which you must deliberate carefully, we have seen "pressing charges" as a way for many women to take control over their lives.

Services to witnesses were developed by the criminal justice system with the objective of improving cooperation of prosecution witnesses and as a result improving conviction records. The question arises, what about defense witnesses?

Since services to witnesses is not a legally recognized right, the state argues that it is under no obligation to assume the burden for their adversaries and most of the witness-oriented programs operate with this policy.

Allow your local situation to dictate your decision.

The major objective of the juvenile court is to decide what is in the best interests of the child (up to eighteen in some jurisdictions). As a result offenses committed by juveniles are treated as civil, not criminal cases. Victims are rarely given an opportunity to tell their side of the story and in many cases are denied information about the final outcome. Consequently, their frustrations may be far greater.

Special rights for juveniles have evolved out of a long, difficult, struggle by child welfare advocates against many real abuses of children. Many advocates in juvenile courts today consider these hard won rights to be inviolate. They include confidentiality of juvenile records, private hearings, child oriented dispositions and, in some states, the absence of civil liabilities for juveniles or their parents for damages.

Juvenile courts usually function independently. Officials are sometimes defensive. Find a sponsor within the court who can pave the way for you to bring victim concerns to the attention of authorities. Understand their position and continue to press your own as an advocate for victims.

A hysterical mother of a four year old girl called us. A local fifteen year old boy had sexually assaulted her child, but she continued to see him in her neighborhood. At each of these encounters, he gave her a leering grin. However, juvenile court refused to give her any information as to the disposition of the case or even if they had jurisdiction. The Victim Service Council got word to the juvenile court administrator who personally called the mother and gave her a full explanation of the treatment plan. The harassment eventually stopped.

It will be natural for you to join with other organizations providing victim services in order to share frustrations and information. It may be useful to hold joint training sessions or review sessions with counseling advisors. Legislative initiatives, media campaigns, and coalitions formed to ad-

**LOCAL POLITICS**

**MAKING THE SYSTEM  
RESPOND TO VICTIM'S  
NEEDS**

**CASE DISPOSITION INPUT—  
ST. LOUIS COUNTY,  
MISSOURI**

**PROJECT REPAY—  
MULTNOMAH COUNTY,  
OREGON**

vocate on behalf of victim issues are other ways to cooperate.

We found that some feminist groups advised rape victims not to prosecute, "because the police wouldn't do anything anyway." We made it a point to disassociate ourselves from that position.

From the beginning of your involvement reserve the right to withhold your support for actions you don't agree with. This way your position won't later be interpreted as a cop-out or betrayal of the other participants.

See that victim services are non-partisan. Do not hook your program onto one political party or star, and never get involved in endorsements of candidates or elections.

Once your program is established and you are familiar with the sensitive issues in your criminal justice community there may be recommendations for change you want to suggest, i.e. procedures and policies that respond to victims needs and wants.

For example, two years ago in St. Louis the prosecuting attorney and the Victim Service Council devised a system which allows victim input into the disposition of his/her case. A Victim Service Council form placed in the front of the case record indicates that our office should be contacted at the decision making stage, usually plea bargaining. The victim's statement was not directly included in the case record due to the prosecutor's concerns that this information would then be available to the Defense Attorney which, on discovery, might be used against the state. We advise the prosecutor of the victim's concerns which are then taken into consideration before plea negotiations are finalized. These cases are then closely monitored by Victim Service Council contacts with the probation officer performing the pre-sentence investigation. The probation officer or prosecutor will advise us, on a case by case basis, whether a direct approach to the sentencing judge is advisable. This procedure assures that the victim's position is known to the system with a minimum of disruption to normal operations.

Other communities took a different approach. In one the victim participates in a pre-trial conference. In another the prosecutor is required to advise and confer with the victim before plea bargaining is finalized.

Restitution is a popular concept because of the public's eagerness to see the criminal (not the taxpayer) pay for crime. Project Repay seeks to make restitution an acceptable sentencing alternative within the CJS.

All case files in the district attorney's office are screened for evidence of tangible loss and likelihood that the offender will receive probation. An investigator determines and documents the amount of loss — including costs of counsel-

**COURT ADVOCATE  
PROGRAM—  
NEW YORK CITY VICTIM  
SERVICE AGENCY**

ing for crime victims. Judges have been increasingly receptive to prosecuting attorney's recommendations for restitution as a condition of probation.

Once restitution is ordered, the project staff monitors the monthly payments that probationers are required to make. Violators may have their probation revoked.

Project Repay also urges crime victims to attend sentencing. In cases where an offender may not be able to pay or if losses have been covered entirely by insurance, community service alternatives are developed for the offender.

Now, under new state law, family members of victims can also receive restitution. In all, over two years, \$682,000 was ordered by the Multnomah County courts to be disbursed to victims.

The Victim Service Agency in New York City has staff operating right in the courtroom as part of the proceedings. They perform a service for the prosecutor by maintaining the docket and keeping track of witnesses. At the same time, they make certain that the victim's concerns are made known to the judge. Their recommendations are often accepted. This type of program builds a position of legitimacy for the victim within the criminal justice system.

Appendix J details other point in the criminal justice process where victim service agencies have seen gaps in policy or procedure. After you're established, you may want to take some on as they apply to your area.

**CONCLUSION**

On paper it all looks so simple. Or maybe it doesn't. Ending this book for us is kind of like packing for a move. You don't think all your valuables will fit in the packing boxes, and when they do, there's an air of relief and also a little sadness. That's how we feel as we conclude. We offer you our experience, our successes and our failures. We have tried to be honest and sincere. We hope we have conveyed our enthusiasm for our own Victim Service Council. We want to tell you now that the victims weren't the only ones who benefited from the project. Each of us who came into contact with the victims themselves, the police, social workers, prosecutors and judges have grown through the process. We have learned to wind our way through paperwork, bureaucracies and emotional personalities. We've had a good time. We hope you do too.

**EVALUATION FORM**

We are interested in your impressions of this manual and would like you to answer the following questions and return it to:

NCJW, St. Louis Section  
8420 Delmar  
St. Louis, Missouri 63124

1. Did the manual provide a clear understanding of victim services? \_\_\_\_\_

2. Would the manual be a helpful guide in establishing a victim service agency? \_\_\_\_\_

3. What suggestions do you have for improving the manual? \_\_\_\_\_

4. Is your organization considering establishing a victim service agency, either independently or in coalition with other groups? \_\_\_\_\_

Thank you for your time in completing this evaluation.

## GLOSSARY

**Acquittal** In a criminal case a verdict by the jury or judge that the defendant is not guilty.

**Adjudicate** To hear and settle (a case) by judicial procedure.

**Affidavit of Non-Prosecution** A written statement, made under oath, that releases the prosecutor from liability for not prosecuting a case.

**Appeal** A request for or the transfer of a case from a lower to a higher court for a new hearing.

**Arraignment** A court proceeding in which a suspect is formally accused of a crime.

**Bail** An amount of money or property sometimes required by a judge to be paid to the court by the defendant to insure that he or she will appear for trial. If the defendant appears, the bail money is refunded; if the defendant does not appear, the court keeps the money. A defendant who is unable to pay bail may be held in the county jail until his/her trial takes place.

**Bail Bondsman** A person who makes his living by paying the bail amount for a defendant and charging a fee for this service.

**Burglary** Forcible entry into the residence or business of another or forcible entry into any of various buildings with intent to commit a felony.

**Court Monitoring Project** A program whose purpose is to observe and report the workings of the court. Sometimes referred to as Court Watchers.

**Criminal Justice System** A term describing the various components of criminal justice, i.e. police, prosecutor, courts and corrections.

**Docket** A calendar of the cases awaiting action in a court.

**Federal Bureau of Investigation (FBI), Uniform Crime Report** A report listing the frequency of certain crimes by police jurisdiction. Obtained from F.B.I. or local police department.

**Felony** Certain crimes (such as, but not limited to, murder, rape, robbery or burglary) considered by the legislature to be more serious than misdemeanors and punishable by more stringent sentences.

**Fence** Slang for the receiver of stolen property.

**Fugitive Unit** The police unit responsible for the arrest of those for whom warrants have been issued.

**Grand Jury** A jury of inquiry whose duty is to receive complaints and accusations in criminal cases, hear the evidence given on the part of the state and make bills of indictment in cases where they believe a trial is necessary. Can be used to take the place of preliminary hearings (which are in open court).

**Jurisdiction** The province, as defined by law, or court within which a criminal justice agency has authority.

**L.E.A.A.** U.S. Department of Justice, Law Enforcement Assistance Administration.

**Major Violator** A category of offenders for whom special units of the prosecutor's office may be formed. Frequently denotes recidivist offender.

**Misdemeanor** A crime which is less serious than a felony, but which is punishable by a fine and/or imprisonment in local jail or facility. (See also Felony)

**Molest** To accost and harass sexually.

**Operation Ident** Describes a program which encourages and instructs citizens on marking valuables to facilitate their return if stolen.

**Plea Bargaining** A process in which prosecuting and defense attorneys, judge and defendant agree that the defendant will plead guilty to a less serious crime than the one of which he/she is accused and will accept the sentence for the lesser charge in lieu of a trial.

**Polygraph** Lie detector test.

**Preliminary Hearing** A defendant's first appearance in open court after pleading not guilty at his/her arraignment. At this time the prosecuting attorney must present evidence that the defendant has committed the crime and the judge must decide if there is enough evidence to hold the defendant for trial.

**Public Defender** A lawyer employed by the government to represent defendants who cannot afford to pay for a lawyer's services.

**Rape** To force a person (male or female) to have sexual intercourse against his/her will. Check state statutes for legal definition.

**Robbery** To take one's personal property from his person or his presence, feloniously and against his will, by violence or by putting him in fear.

**Sexual Assault** A crime or category of crime which includes molestation, fondling, rape, sodomy, or unnatural sex acts. Check your state for legal definition.

**Sodomy** Anal or oral copulation with a member of the opposite sex. Anal copulation of one male with another. Check state for legal definition.

**Subpoena** A court order requiring a person to appear in court and give testimony.

**Vertical Prosecution** A management technique in a prosecutor's office which allows for a victim/witness to deal with the same prosecutor from warrant through trial.

**Victim Compensation** A program or concept which distributes or advocates for monetary remuneration of victims or witnesses, usually for lost wages and uninsured medical bills.

**Victim/Witness Assistance Unit** A specialized unit in the prosecutor's office which provides services to victims or witnesses, usually transportation to court, on-call alert system for testifying, and social services.

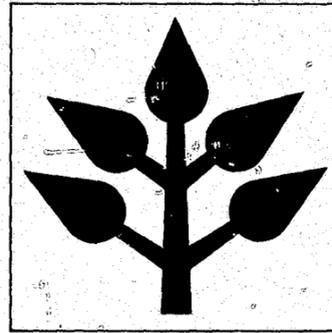
**Victim/Witness Services** Broad spectrum of activities to help victims of crimes and prosecution witnesses.

**Warrant** A judicial writ authorizing an officer to make a search, seizure or arrest.

**Witness Reception Center** A room where witnesses wait to testify.

**Witness Notification/Information Unit** A program usually based in the prosecutor's office which tells a witness when to appear in court, what the status of his/her case is, and provides other information.

**Writ of Habeas Corpus** A court order that releases someone from unlawful restraint.



**APPENDIX**

**Appendix A  
GUIDE FOR  
DETERMINING  
TARGET POPULATION**

**PRIORITY 1 CRIMES**

Homicide

Aggravated Assault  
(felonies)

Misdemeanor Assaults  
(Domestic)

Rape/Attempted Rape

**PRIORITY 2 CRIMES**

Other Sexual Offenses

Robberies

Comment	Special Training	Frequency: Fill in Local Figures *
Dealing with families of victims. Services may include funeral arrangements, financial counseling and grief counseling.	Yes	Index Crime
Usually only very serious assaults are labeled felonies. Victims usually sustain serious injury. May need long-term service.	No	Index Crime
Victims have many, many problems, which may not be considered serious by Criminal Justice System.	Yes	Usually No Data
Service delivery is complex due to nature of crime and criminal justice system.	Yes	Forcible Rape: Index Crime
Statutory rape cases require family counseling. Flashers, etc. cause few problems. Victims who prosecute may need special assistance.	Yes	Data May Be Difficult to Get
Particularly frightening if weapon or serious threats were involved.	No	Index Crime

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	Comment	Special Training	Frequency: Fill in Local Figures *
Threats & Harassment	May or may not be related to another crime. Relatively minor incidents can be terrifying to victims.	No	Usually No Data
<b>PRIORITY 3 CRIMES</b>			
Burglary	Problems are not as serious as with other crimes. Victim service agencies can be very effective by arranging minor services such as property return and home security inspection.	No	Index Crime
Misdemeanor Assault (non-domestic)	Often minor incidents, but crimes involving children and elderly victims may have serious effects.	No	Not an Index Crime
Robberies (Commercial)	Business, not employee, is often considered victim. Most employees handle well. May have problems if they were personally threatened.	No	Index Crime
	*F.B.I., Uniform Crime Report obtain from local police department		
<b>Appendix B JOB DESCRIPTIONS</b>			
Project Director	<p>The Project Director shall:</p> <ol style="list-style-type: none"> <li>1. Supervise staff.</li> <li>2. Recruit, screen, and coordinate the training of volunteers and practicum students to provide direct services to victims.</li> <li>3. Supervise and evaluate volunteer performance.</li> <li>4. Monitor office operating procedures and management information system.</li> <li>5. Establish and expand contacts with the community.</li> <li>6. Direct community outreach effort; publicity, public speaking, etc.</li> <li>7. Work with VSC Advisory Board.</li> <li>8. Continuously upgrade quality of services to victims <ul style="list-style-type: none"> <li>—improve crisis intervention techniques</li> <li>—develop programs and resources to meet clients' needs</li> <li>—increase the responsiveness of the criminal justice system to victims</li> </ul> </li> <li>9. File all necessary reports and attend to all grant related matters.</li> <li>10. Be fully responsible for the program to the Board of Directors of the National Council of Jewish Women, St. Louis Section.</li> </ol>		

**Victim Service Coordinator**

The Victim Service Coordinator shall:

1. Assign cases to volunteers for initial contact and follow-up.
2. Maintain case records.
3. Guide volunteers in the identification of victims' needs and the community resources available to meet those needs.
4. Provide office continuity on multi-problem cases.
5. Provide direct services to victims.
6. Assist the project director as needed.

**Secretary**

The Secretary shall:

1. Screen police central records and other criminal justice sources for victim referrals.
2. Type correspondence.
3. Maintain office records.
4. Provide other clerical tasks.
5. Answer telephone.
6. Interview and provide direct services to victims.
7. Assist the project director as needed.

**Victim Service Volunteers**

I. The Volunteer may:

1. Act as victim advocate which requires the following activities:
  - a. Interview victims
  - b. Determine victim's needs
  - c. Provide delivery of services
  - d. Maintain careful records for each victim served
2. Serve as a member of a "speaker's bureau" to inform the community about VSC.
3. Assist in on-going development of community resource files.
4. Help research issues related to victimization.

II. The Volunteer shall:

1. Report directly to the Project Director (or supervisor).
2. Enter into a written agreement with VSC to work a minimum of 1/2 day (3 hours) weekly.
3. Be responsible for providing a substitute in the event of absence due to illness, vacation, or emergencies, or make-up missed hours.
4. Sign in on a daily attendance register.
5. Fill out an application and have a personal interview with the Project Director and/or supervisor.
6. Attend interim training sessions.
7. Assist Project Director as needed.
8. Participate in an evaluation with the Project Director or supervisor.

**Chairman of Victim Service Council  
(to be shared with a vice chairman)**

The Chairman shall:

1. Be responsible for the following activities:
  - a. Overall administration of the agency
  - b. Funding for the agency

Chairman of Volunteers

- c. Grant work/contracts for the agency
- d. Policy decisions and public statements
- 2. Be responsible for hiring and annual review of the Project Director and supervision of the Project Director. The Project Director is entitled to clear direction as to lines of responsibility and should report to one person, not a committee.
- 3. In conjunction with the Project Director, act as a liaison to the following:
  - a. General community—P.R. and publicity
  - b. Criminal Justice System—police, prosecuting attorney, courts, etc.
  - c. St. Louis County Criminal Justice Commission—attend all meetings
  - d. Political community—establish contact
  - e. VSC Advisory Board—serve as chairman or appoint appropriate person
  - f. National Council of Jewish Women
  - g. National Council of Jewish Women, St. Louis Section
- 4. Serve on National Council of Jewish Women, St. Louis Section Board.

The Chairman of Volunteers shall:

- 1. In conjunction with the project director, coordinate and supervise the following activities:
  - a. Volunteer recruitment
  - b. Initial training for volunteers
  - c. On the job training for volunteers
  - d. In service training for volunteers
  - e. Volunteer recognition
- 2. Serve as chairman of the volunteer committee, which is composed of six to eight direct service volunteers. The committee meets on a regular basis and allows for input from volunteers in the activities listed above.
- 3. Participate in hiring and annual review of project director.
- 4. Consult with the project director and chairman of Victim Service Council, especially when policy regarding volunteers affects agency administration and policy.
- 5. Sit on National Council of Jewish Women, St. Louis Section Board.
- 6. The chairman of volunteers should have experience as a Victim Service Council volunteer.

Appendix C  
HYPOTHETICAL  
SITUATIONS FOR JOB  
INTERVIEW OF  
PROJECT DIRECTOR

You supervise two staff members: Ms. A.—your assistant, and Ms. B.—office secretary. Both are working out well. Ms. A. now has a personal problem that is affecting the quality of her work. Ms. B. is becoming overburdened and the quality of her work is diminishing.  
What would you do?

(Helps identify supervisory skills)

Appendix D  
GUIDELINES FOR  
VICTIM SERVICE  
COUNCIL EMERGENCY  
FUND

The Victim Service Council Emergency Fund:  
1. shall be administered by the project director and two members of NCJW who are appointed by the President of NCJW. The President of NCJW may be a co-signer on fund checks and from time to time designate alternate co-signers. Two signatures are required for each check.  
2. shall not exceed \$25 per victim unless the administrators unanimously agree that the purpose of the gift cannot be accomplished for less than up to \$50.

Because of the seriousness of the case, you have been working with a rape victim. After much negotiation, you and she have an appointment with an assistant prosecuting attorney on Tuesday, tomorrow, at 2:30.

The assistant to the County Executive has just called. He has just been informed that the County Council is considering additional cuts in the County budget. The Council is meeting Tuesday, tomorrow, at 2:30 to discuss appropriations. You are asked to be there to justify your agency's need for funding. You are to be the first speaker on the agenda.

What would you do?

(Project Director must understand that the future of the agency comes first)

You overhear a phone conversation between a volunteer and victim in which the volunteer relates incorrect information.

What would you do?

(Helps identify supervisory skills with volunteers)

In a quarterly meeting with your Advisory Board, you happen to sit next to a police chief of a major municipality. In the course of the conversation, you mention a recent rape case reported in the newspaper. He implies that most rape victims ask for it.

What would you do?

(Helps identify sensitivity to political situations with criminal justice system personnel)

3. checks shall be made payable to creditors, wherever possible.
4. shall be used where a dire need for cash arises as a direct result of a person's being a victim of a violent crime.

Carol Vittert  
Program Chairman

Elynor Flegel  
Program Co-Chairman

Terry Berger  
Project Director

Approved by:  
Marjorie Susman  
President  
National Council of Jewish Women, St. Louis Section

**Appendix E  
A GUIDE TO  
UNDERSTANDING  
POLICE AND COURT  
OPERATIONS**

Questions Project Director  
needs to ask

(Not all at once)

**FOR PROSECUTOR**

1. Do victims accompany police to prosecutor's office when warrants are requested? Certain victims only?
2. What percentage of cases requested for prosecution are filed, taken under advisement, or denied?
3. Is there "vertical prosecution?" If not, how many different prosecutors will a victim need to deal with?
4. What is the policy for domestic violence cases? Is there a cooling-off period before the case is filed?
5. Which cases go to the grand jury instead of preliminary hearings?
6. When is bond set? What are the procedures for raising it or lowering it?
7. Can the victim's safety be taken into account in setting bond?
8. Are preliminary hearings perfunctory or "mini trials" with a likelihood that the victim will be rigorously cross-examined?
9. Is there a pre-trial conference between victim and prosecutor?
10. What is the policy on plea bargaining? Does it occur at specified stages in the process?
11. Is there a major violator unit or special attention paid to major violators?
12. Do any assistant prosecutors specialize in certain types of cases?
13. Is there a specified time period after which offender must be released after arrest if warrants have not been filed?
14. Does the prosecutor make sentencing recommendations? Is restitution ever recommended?
15. What steps does the prosecutor's office take in the case of reported witness intimidation?
16. Does the prosecutor oppose defense continuances? How many are common in misdemeanor cases? Felony cases?
17. How long before misdemeanors or felonies go before the grand jury?
18. Is the victim contacted before the grand jury or the preliminary hearing?

19. At what stages are victims or witnesses notified of events in adjudication?
20. Are witness information brochures distributed?
21. How are subpoenas delivered? How soon before the victim is to appear?
22. Is there an "on call" alert system for witnesses?
23. In what cases are witness fees paid?
24. Can the prosecutor provide transportation or reimbursement for witnesses if needed?
25. Does the prosecutor use the PROMIS or other type of data processing system to keep track of cases?
26. Is the offender's name necessary to have when the victim is inquiring about the case status?
27. Is there a court reception center or information desk?
28. In what cases are victims "requested" to take a polygraph?

**FOR POLICE**

1. What is the role of beat officer vs. detective? At what point is detective called in?
2. Is there official policy on domestic cases? Unofficial policy?
3. How can victims receive copies of police reports?
4. Who does the victim contact to determine case status?
5. What special units exist, e.g. sex crimes, homicide, burglary?
6. What crime prevention programs are available? Home security inspections, operation IDENT, crime blockers? Is there a special unit or is crime prevention an added responsibility for beat officers?
7. How much crisis intervention training do police officers receive? As trainees? In service? By whom?
8. Is there a central records room?
9. How long does it take for police records to be filed?
10. How does the fugitive unit work? How large is the backlog? What cases are given priority?
11. What data about a victim is currently requested in the police report?
12. What victim information is entered into the computer?
13. Do police provide transportation to court hearings for victims/witnesses?
14. In what cases are victims "requested" to take polygraph tests?
15. Do police enforce restraining orders?
16. Is there a special witness prosecution unit? What steps do police take in cases of witness intimidation?

**Appendix F  
RESOURCE  
DEVELOPMENT  
PRIORITY CHART**

First Priority

Type of Agency

Comments

1. Public Assistance

Handles ADC, food stamps, medicaid, home relief

Second Priority

Type of Agency	Comments
2. Social Security Office	Handles Social Security death benefits, SSI, disability #
3. Emergency Assistance Groups	For food, clothing, household items, emergency cash, etc
4. Religious Coalitions: Catholic—Catholic Charities, St. Vincent De Paul Protestant—Metro Ministry, FISH Jewish—Jewish Federation	Metro Ministry—located in Methodist Church FISH—Non-denominational Christian charity organized by neighborhood
5. Anti-Poverty Organizations	Usually conduit for emergency utility money; provides many other services
6. Mental Health and Family Counseling Agencies	Concentrate on those with sliding fee scale Family and children's services
7. Child Welfare Office	Child abuse and neglect
8. Crime Prevention programs	In local police departments—Operation Ident, Crime Blockers, home security checks
9. Social Service Departments (Major Hospitals)	For hospitalized victims
1. Programs for the Elderly	At the age of 60 all types of assistance are suddenly available
2. Programs for youth	Many special programs for youth but only until the age of sixteen to eighteen
3. Civic Organizations	Lions (provides eyeglasses), Kiwanis, VFW, etc.
4. Neighborhood Organizations	Provide assistance to residents of their community only
5. Transportation Organizations	Special transportation for elderly, disabled

Third Priority

Type of Agency	Comments
6. Tenants' Rights Hotline	Landlord problems are common after victimization in the home
7. Credit card companies	Replace stolen credit cards
8. Motor vehicles bureau	Stolen driver's license
9. Bureau of Vital Statistics	Replace stolen birth, marriage or death certificate
10. Bar Association Lawyer's Reference Service	For civil suits against offenders and a host of other legal problems
1. Internal Revenue Service	Tax deductions on casualty loss if itemized
2. Workman's Compensation Board	For employees victimized on the job
3. Special Services for Alcoholism and Drug Abuse	Particularly useful for domestic disputes
4. Veterans programs	Broad range of benefits
5. Consumer Protection programs	You will receive calls from "consumer victims." Know where to refer them
6. Meals on Wheels	Good for Housebound
7. Visiting Nurse Association	Good for Housebound
8. Educational Programs	Victims often want to "get their life together" after a crime
9. Vocational Programs	Employment for victims who may wish to change jobs

APPENDIX G  
SCREENING PACKET  
Letter to prospective volunteers

Date \_\_\_\_\_

Dear \_\_\_\_\_:

Thank you for expressing an interest in volunteering with the Victim Service Council.  
The aftermath of a crime can be devastating to its victims, who often experience serious physical, financial, and emotional difficulties as a result. The volunteers and staff of VSC

**CONTINUED**

**1 OF 2**



12. Volunteer Time Preferred (every effort is made to accommodate the preferences of applicants, however, the size of the VSC office necessitates spacing volunteer assignments over the course of the work week)

9:30 a.m.-12:30 p.m. 12:30 p.m.-3:30 p.m.

Mon. \_\_\_\_\_

Tues. \_\_\_\_\_

Weds. \_\_\_\_\_

Thurs. \_\_\_\_\_

Fri. \_\_\_\_\_

Evenings—Specify days and hours \_\_\_\_\_

13. Why would you like to work with the Victim Service Council? \_\_\_\_\_

\_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

14. What personal attributes do you possess which you feel will help you be effective in assisting victims of crime to deal with the physical, financial, and emotional aftermath of victimization? \_\_\_\_\_

\_\_\_\_\_  
 \_\_\_\_\_

15. What additional skills and strengths would you like to develop as an outcome of your experience at VSC? \_\_\_\_\_

\_\_\_\_\_  
 \_\_\_\_\_

16. As a volunteer at VSC you will be working with clients of many different ethnic and socio-economic backgrounds. Sometimes, clients may have values and beliefs that will be quite different from your own. Please describe why this will or will not present a difficulty or adjustment for you as a service provider: \_\_\_\_\_

\_\_\_\_\_

**Job Description  
Victim Service Volunteers**

17. I will be able to follow up on VSC cases at home:  
Never \_\_\_\_\_ Occasionally \_\_\_\_\_ Usually \_\_\_\_\_ Always \_\_\_\_\_

18. In which of the following areas do you have experience and/or interest?

	Experience	Interest
Crisis Intervention Counseling	<input type="checkbox"/>	<input type="checkbox"/>
Public Speaking	<input type="checkbox"/>	<input type="checkbox"/>
Services to the Elderly	<input type="checkbox"/>	<input type="checkbox"/>
Graphic Skills	<input type="checkbox"/>	<input type="checkbox"/>
Publicity	<input type="checkbox"/>	<input type="checkbox"/>
Statistics	<input type="checkbox"/>	<input type="checkbox"/>
Community Education	<input type="checkbox"/>	<input type="checkbox"/>
Typing/other office skills	<input type="checkbox"/>	<input type="checkbox"/>
Fund-raising	<input type="checkbox"/>	<input type="checkbox"/>
Community Resource Development	<input type="checkbox"/>	<input type="checkbox"/>
Legal Research	<input type="checkbox"/>	<input type="checkbox"/>
Courtroom Procedures	<input type="checkbox"/>	<input type="checkbox"/>
Newsletter	<input type="checkbox"/>	<input type="checkbox"/>
Other	<input type="checkbox"/>	<input type="checkbox"/>

Thank you for taking the time and effort to complete this application. Please return the form to:

Project Director  
Victim Service Council  
7900 Carondelet Avenue  
St. Louis, Missouri 63105

signature of applicant \_\_\_\_\_

date of application \_\_\_\_\_

- I. The Volunteer may:
1. Act as victim advocate which requires the following activities:
    - a. Interview victims
    - b. Determine victim's needs
    - c. Provide delivery of services
    - d. Maintain careful records for each victim served
  2. Serve as a member of a "speaker's bureau" to inform the community about VSC.

**Examples of Assistance Provided**

3. Assist in on-going development of community resource files.
  4. Help research issues related to victimization.
- II. The Volunteer shall:
1. Report directly to the Project Director (or supervisor).
  2. Enter into a written agreement with VSC to work a minimum of 1/2 day (3 hours) weekly.
  3. Be responsible for providing a substitute in the event of absence due to illness, vacation, or emergencies, or make-up missed hours.
  4. Sign in on a daily attendance register.
  5. Fill out an application and have a personal interview with the Project Director and/or supervisor.
  6. Attend interim training sessions.
  7. Assist Project Director as needed.
  8. Participate in an evaluation with the Project Director or supervisor.

**Referral Source Problem** Warrant Office  
 Woman had handbag snatched at shopping center. Offenders arrested. Victim is nervous about testifying, does not want to go to court alone or to have her home address made public.

**Service** VSC accompanied victim to preliminary hearing. Assistant P.A. was contacted and victim did not have to state her address when testifying. Victim interested in volunteering with VSC.

**Referral Source Problem** Warrant Office  
 Working father supporting seven children is stabbed by bayonet. Is hospitalized for leg injury and kidney malfunction. Unable to resume employment for weeks. Family needs financial aid and food.

**Service** VSC expedited issuance of emergency food stamps by Division of Family Services; provided interim assistance with food from churches and community organizations. Assisted victim in getting union benefits.

**Referral Source Problem** Clayton P.D.  
 Teenager's wallet containing tickets to rock concert and other papers stolen. Victim had saved money for concert by working after school.

**Service** VSC contacted the concert promoters who agreed to replace the tickets. The victim was elated.

**Referral Source Problem** Warrant Office  
 Mother of 6 year old daughter molested by neighbor is concerned about effects on child; hesitant about Grand Jury hearing.

**Volunteer Applicant Inquiry Response**

**Service** VSC helped mother to discuss her fears and described common reactions of parents and children to such incidents. Predicted no serious long term effects. Mother much relieved and more comfortable about cooperating in prosecution.

**Referral Source Problem** Assistant Prosecuting Attorney  
 Elderly man suffering from debilitating illness lives alone and has been repeatedly robbed — requires many services.

**Service** VSC contacted senior citizen program in victim's neighborhood which made arrangements to involve the victim in their activities.

Staff member completing form: \_\_\_\_\_

(This form is for office use only.  
 Documents inquiries from prospective volunteers)

**VICTIM SERVICE COUNCIL  
 Volunteer Applicant Inquiry Response**

Date of Inquiry: \_\_\_\_\_

Name: \_\_\_\_\_

Address: \_\_\_\_\_

Phone: \_\_\_\_\_ (Home)

\_\_\_\_\_ (Business/other)

Age: \_\_\_\_\_

Referred by: \_\_\_\_\_

Interested in starting when? \_\_\_\_\_

Able to commit 3 hours per given day per week?

Yes \_\_\_ No \_\_\_

Able to commit for one year? Yes \_\_\_ No \_\_\_

Special considerations or needs, if any: \_\_\_\_\_

Previous experience, related educational background, special skills, if any: \_\_\_\_\_

\_\_\_\_\_

Send:

Letter to prospective applicants (Date sent: \_\_\_\_\_)

Volunteer application (Date sent: \_\_\_\_\_)

Other materials — specify:

\_\_\_\_\_ (Date sent: \_\_\_\_\_)

\_\_\_\_\_ (Date sent: \_\_\_\_\_)

Date to be interviewed, if scheduled: \_\_\_\_\_

Time: \_\_\_\_\_

(This form is for office use only)

**TO BE ATTACHED TO VOLUNTEER APPLICATION**

Date application received: \_\_\_\_\_

Date of screening interview: \_\_\_\_\_

Interviewed by: \_\_\_\_\_

Accepted into volunteer program? Yes \_\_\_ No \_\_\_

Comments: \_\_\_\_\_

Date notified of acceptance/non-acceptance \_\_\_\_\_

by mail \_\_\_ by phone \_\_\_

Scheduled to begin new volunteer training \_\_\_\_\_ (date)

Scheduled to begin on-the-job training \_\_\_\_\_ (date)

**VOLUNTEER CLOSE-OUT**

volunteered from \_\_\_\_\_ (date) to \_\_\_\_\_ (date)

**APPENDIX H  
LETTER TO RESIGNING  
VOLUNTEER**

reason for ending volunteer experience: \_\_\_\_\_

was volunteer sent a follow-up "evaluation of volunteer experience questionnaire"?

Yes \_\_\_, date: \_\_\_\_\_ No, reason: \_\_\_\_\_

\*Attach copy of evaluation form when returned

Comments: \_\_\_\_\_

Is volunteer interested in being recontacted in future to volunteer again? Yes \_\_\_ No \_\_\_

If so, when? \_\_\_\_\_

Date: \_\_\_\_\_

Dear \_\_\_\_\_

Thank you once again for the time, effort, and concern you devoted to victims of crime while volunteering with the Victim Service Council. May we ask one favor of you? In order that we may evaluate and improve our program, we are interested in your assessment of your experience with us. Would you please take a few minutes to answer the questions that follow?

1. Did you feel that your experience met your expectations for challenge and personal growth?

2. Did you feel that you were adequately prepared by agency training and supervision to handle the case-related problems you dealt with?

3. Did you feel that adequate efforts were made to welcome you, make you comfortable, and meet your needs while you were here?

4. What aspects of the program did you like the best?

5. Least?

6. What aspects of the program do you feel could use improvements—please make suggestions!

We appreciate your thoughtfulness in completing this questionnaire. Please let us know if there is someone you'd like to recommend to us as a potential volunteer. Please return the questionnaire in the enclosed envelope.

#### Appendix I

### **MOST COMMON QUESTIONS VICTIMS ASK CONCERNING THE CRIMINAL JUSTICE SYSTEM**

1. Do you think I should prosecute?

Victims often agonize over this question and may turn to the service worker for advice. You can't tell the victim what to decide, but you might explain the following:

- a. By prosecuting now, you may save someone else from being hurt by the same offender. Failure to prosecute this time (particularly in domestic cases) may jeopardize future cooperation by criminal justice personnel. If victims do decide not to prosecute, they may feel guilty. Be sure to support them and continue to offer services in other areas.
- b. Your agency will guide the victim through the court process, try to alleviate hardships (transportation, child care, employer resistance) escort to trials, and act as advocate within the system.
- c. There are problems. Prosecuting will not be easy; there may be grueling cross examination and numerous delays. For all that effort, there are no guarantees. The case may be plea bargained, the judge or jury may fail to convict, and the sentence may have no relationship to the severity of the crime.

2. If I testify, will he come back and get me?

See: "Suggestions for Handling Threats and Harassment" in the training packet.

3. What's happening in my case?

Be prepared to find the answers to the following questions:

- Have police applied for warrants?
- Has warrant been issued?
- Which prosecutor has been assigned to the case?
- Case assigned to which court?
- How transportation can be provided?
- If offender is in custody.
- If not, when offender was released.
- Type of bond and amount.

- How much offender personally put up in cash/property.
- If there are any conditions to bond.
- If warrant has been executed; i.e. offender served and arrested.
- Court dates which can include arraignments, preliminary hearings, trials, and general docket calls.
- Reason for continuances.
- Name of Defense Attorney.
- Disposition of preliminary hearing or trial.
- Sentence and condition of probation.
- If Grand Jury hearing has been set.
- Date and time for hearing.
- Disposition of Grand Jury hearing.

4. What will happen in court?

Victims frequently do not understand the distinction between civil and criminal proceedings and may believe they will need to hire a lawyer to prosecute the case. They also tend to expect a greater role in decision-making than is realistic. Briefly describe the rationale of the criminal justice system and the events which require their participation. Do not overwhelm with detail unless they ask specific questions.

One victim was in tears after cross-examination in an "open and shut" purse snatch case. She felt that she was being personally attacked by the Defense Attorney. "Why does he hate me," she cried. She didn't understand that it was the Defense Attorney's job to discredit her story if he could.

5. Will they listen to me?

See Chapter VII, case disposition input, for discussion of how victims can make their concerns known to the criminal justice system.

6. Why aren't the police doing anything on my case?

Let victims know that television does not accurately reflect the realities of police work.

7. Why don't they issue a warrant?

This decision rests exclusively with the prosecutor (in most jurisdictions). Victims need to understand the criteria used: belief that the crime occurred (based on local statutes), sufficiency of evidence, witness credibility and likelihood of cooperation, political concerns.

8. They made a deal!??

See Chapter VII for a discussion of plea bargaining.

9. How can I get my property back?

Policies for property return differ for different jurisdictions. However, exceptions to the policy can sometimes be made on a case by case basis.

10. Don't I have any rights?

In most states, the answer is "NO!" The victim has no legally enforceable rights within the criminal justice system and is dependent on the good will of police and prosecutor. However, there are hopeful signs:

- a. Some states (e.g. New Jersey, Delaware, California) have recently enacted a Victim's Bill of Rights. Many states have victim compensation laws, adult abuse statutes, and laws making parents liable (to a point) for willful property destruction by their minor children.

- b. Civil suits are theoretically possible, but only feasible if the offender has not been sentenced and has attachable assets. Few do. If a civil suit is a possibility, suggest that the victim contact an attorney.
- c. Third party litigation (suing businesses for negligence if you are victimized on their premises) is increasing rapidly. Advise victims to contact an attorney.

**Appendix J  
OTHER CHANGES YOU  
MAY WANT TO  
RECOMMEND**

ADVOCATE WITH  
Police/Prosecutor

FOR

COMMENT

Expeditious return of property to victim; Ask prosecutor to review closed cases to insure that property is returned to the owner when no longer needed.

Once a case is filed, the prosecutor must approve property release. Major concern: Maintaining the "chain of evidence" for court proceedings. This can be accomplished by photographing the stolen goods and including the owner in the picture.

Police/Prosecutor

Female personnel available to interview victims on request.

While a female officer is not necessarily more sensitive, some victims (particularly children) may feel more comfortable telling their story to a woman.

Prosecutor/  
Court Administrator

Witness reception center.

Comfortable, secure place to await court hearings. May want to have separate facilities for prosecution and defense witnesses.

Prosecutor

Witness preparation.

Witnesses should have an opportunity to meet personally with the assistant prosecutor handling their case and ask questions before they go on the witness stand.

Prosecutor

Debriefing after hearings, trials.

Often prosecutors leave the courtroom without explaining the outcome of court events or their implications.

Prosecutor

Witness notification of:  
1) Major events in court process.

National District Attorney Association standards define the following major events: Acceptance of case for prosecution; Grand jury outcome; Release of offender from custody; Pre-trial dispositions; Trial dates and continuances; Trial results and sentence alternatives.

2) On-call alert system.

Assures that victims will only have to come to court if needed.

Police/Hospital

Medical exams paid for in sexual assault cases.

Post-crime billing can be traumatic. Victims should not have to pay for evidence gathering procedures.

Police: Fugitive Unit

Priority arrests for fugitives in cases where the victim is: Fearful of retaliation or anxious to proceed with the case.

It is important to develop a cooperative working relationship with this unit.

Court Administrator, Judges,  
Prosecutor

Mailed subpoenas to insure that victim has adequate notice of scheduled hearings.

Victims often find out about trials at the last moment.

Prosecutor/Police

Sensitive crimes units/specialists; vertical prosecution for sensitive cases.

Specially trained personnel with experience in interviewing and prosecuting cases of sexual assault, family violence, child abuse/neglect. Best is a single prosecutor handling these cases from the beginning.

Prosecutor

Witness brochures

Provide clear, simple information about the role of the witness in the criminal justice system, services available, and tips for testifying.

Local Bar Association

Good lawyer's reference service.

Attorneys should be willing to take civil cases for victims on a contingency basis.

Local Business

Compensation at full salary for subpoenaed witnesses.

Have the business community underwrite the hardship to their employees who perform their civic function as with National Guard duty.

Welfare Dept.

Make victims a priority group for prompt replacement of stolen checks, food stamps, and emergency funds.

There may be a legitimate concern that this policy could be subject to abuse. Limitations on number of replacements would be reasonable.

Local News Media

Voluntarily withhold names and exact addresses of victims in news stories.

Usually policy in rape cases, but other victims are entitled to privacy as well.

Mental Health Community

Encourage one or more clinics to develop a special relationship with your program in which:

Many clinics will make all potential clients go through an intake procedure in which there is no guarantee that the counselor has special training in the area of victim's needs.

1) Counselors with special expertise in sexual assault, family violence, or victimization provide services at no cost or sliding scale.

2) Support groups for victims are developed.

State Legislatures

Victim compensation.

Provides compensation for lost wages and uninsured medical bills.

State Legislatures

Victim services

Need to appropriate funds to allow state to contract with private and public agencies to provide services to victims of crime.

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Training  
Packet

VOLUNTEER TRAINING MANUAL

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12. Evaluation of Volunteer Training - Day II

## Volunteer Training Agenda

### Day I

Introductions:  
Background of:  
(One hour)

- Sponsoring organization
- Victim Service Movement
- Your agency and how it operates  
e.g. volunteer model, outreach,  
target population.

Break  
(15 minutes)

Victimization exercise  
(1/2 hour)

- Victimization exercise\*  
(10 minutes to read and think  
Pair off in teams of two  
20 minutes discussion with partner)

Responsibilities of  
agency volunteer  
(15 minutes)

- Job Description\*
- Volunteer Contract\*
- In-service Training Sessions
- Volunteer Committee
- Legal and Counseling Advisor
- Other Options for Volunteers.  
e.g. speaker's bureau PR campaign,  
research on legislation.

Lunch  
(1/2 hour)

Attitudes Role Play  
(45 minutes)

- Attitudes Role Play - 30 minutes  
(Divide in teams of five, each person  
taking one role. You may want to  
bring in some trained volunteers to  
help with this. The role play is  
something like a free for all in  
which the various players interject  
their reactions in response to the  
victim's. The role play itself  
should be extemporaneous.)
- Discussion - 15 minutes  
(Will help volunteers acknowledge  
the tendencies we all have to feel  
angry, helpless, or to rescue when  
confronted by a person with a serious  
problem. Victim should describe  
his/her emotions when confronted with  
each of the responses. The rescuer  
frustrates by pitying; the hostile  
helper, by reenforcing the victim's

### Day I (continued)

Sample Role Play  
(1/2 hour)

guilt; the helpless helper, by  
adding to victim's confusion;  
the effective volunteer helps.)

- VSC Volunteer and Victim\*  
(Handout after exercise completed.  
Given by trainers or experienced  
volunteers, this is to demonstrate  
an outreach call. Allow a few  
minutes for discussion.)

Evaluation  
(5 minutes)

- Evaluation of Volunteer Training-Day I\*

Homework Assignment  
(15 minutes)

- Abbreviation of Terms Every VSC  
Volunteer Should Know\*
- Communication Techniques\*
- Checklist for VSC volunteers\*
- Spirit of the Program\*
- Suggestions for First Contact  
with Victim\*
- By Crime Sheets: Questions for  
Assault, Robbery and Burglary  
Victims\*
- Questions if Defendant is Arrested\*
- Questions for the Victim who is  
an Employee\*
- Victim Service Council - Examples of  
Assistance Provided\*
- Victim Service Council Guidelines for  
Handling Threats and Harassment\*
- Basic Guidelines for Narrative Writing\*

### Day II

Communication Techniques  
(1 1/2 hours)

- Find a professional counselor to  
lead this session. He/she should  
review the manual to gain an under-  
standing of victim services.

Break  
(15 minutes)

Forms and Narrative  
(45 minutes)

- Victim Profile\*
- Narrative Form\*
- Service Summary\*
- Follow-up Request\*

Day II (continued)

- Code Packet\*  
(These forms are based on Victim Service Council management information system. You may want to duplicate them or simplify them. Explain use of the forms. Remember that this is an orientation and that you will need to explain this again.)

Lunch  
(1/2 hour)

The Criminal Justice System  
(1/2 hour)

- Simple, clear overview of police, prosecutor and courts.
- Basic definitions of felony, misdemeanor, and types of crimes.

Resources  
(45 minutes)

- Explanation of community resources and how to use them.
- Community Resource Summary\*
- Guidelines for Referrals\*

Break  
(15 minutes)

Discussion of Homework Questions  
Wrap-up  
(1/2 hour)

Evaluation  
(5 minutes)

- Evaluation of Volunteer Training Day II\*

\*Handout

Victimization Exercise

Pick out one situation in your past in which you felt like a victim. Remember and think about it for a few minutes, jotting down your thoughts on the following:

1. What did you feel like at the time?
2. What did you feel like afterwards?
3. Whom did you tell? What was their reaction?
4. How do you feel about the incident now?

Job Description - Victim Service Volunteers

I. The volunteer may:

1. Act as victim advocate which requires the following activities:
  - a. Interview victims
  - b. Determine victims' needs
  - c. Provide delivery of services
  - d. Maintain careful records for each victim served
2. Serve as a member of a "speaker's bureau" to inform the community about the VSC.
3. Assist in on-going development of community resource files.
4. Help research issues related to victimization.

II. The volunteer shall:

1. Report directly to the Project Director (or supervisor).
2. Enter into a written agreement with VSC to work a minimum of 1/2 day (3 hours) weekly.
3. Be responsible for providing a substitute in the event of absence due to illness, vacation or emergencies or make-up missed hours.
4. Sign in on a daily attendance register.
5. Fill out an application and have a personal interview with the Project Director and/or-supervisor.
6. Attend initial and interim training sessions.
7. Assist Project Director as needed.
8. Participate in an evaluation with the Project Director or supervisor.

Volunteer Contract

THE FOLLOWING IS A CONTRACTUAL AGREEMENT BETWEEN A GIVEN VOLUNTEER AND THE VICTIM SERVICE COUNCIL. A PROJECT OF THE NATIONAL COUNCIL OF JEWISH WOMEN, ST. LOUIS SECTION. IT IS INTENDED TO PROVIDE CLARITY OF RESPONSIBILITY, COMMITMENT AND SHARING ON THE PART OF BOTH VOLUNTEER AND AGENCY STAFF.

I, \_\_\_\_\_, having participated in the volunteer training program offered by the Victim Service Council, commit myself to providing a MINIMUM of three hours per week in volunteer service for a period of one year. I understand that either the agency or I may terminate this agreement after a three month trial period. Volunteer hours are to be scheduled in consultation with the Project Director.

In addition, the Victim Service Council will provide ongoing training, supervision, and evaluation of my work. I agree to hold any information contained in VSC records or received by personal communication with victims confidential.

Except for emergencies, such as illness or family death, my attendance will be on a regular basis. During periods of vacation or non-emergencies, I shall arrange, with the assistance of the volunteer chairman and the staff, for coverage of my volunteer shift or I shall make up missed hours at another time.

This agreement is entered into for the purpose of providing the best possible service and assistance to persons seeking the aid of the Victim Service Council.

\_\_\_\_\_  
VOLUNTEER

\_\_\_\_\_  
PROJECT DIRECTOR, VICTIM SERVICE COUNCIL

### Volunteer Attitudes Role Play

Victim: Jan

You are a 19 year old girl in junior college. You have gone out to dinner in the city with a girl friend and were robbed and assaulted. You are very upset and want to talk to your friends about it the next day. Here is what happened. Repeat it in your own words as if it happened to you as you talk to your friends. Your friends will respond to you as you relate what happened:

I was getting out of the car with my friend, Pat. We were walking to the restaurant and suddenly two men jumped out in front of us. One had a gun. They asked for our purses. Pat gave hers to them. I said no. I don't know why. I just refused. He tried to grab it and I pushed him and yelled. One ran away. The other hit me and pushed me down. The gun went off. He ran away, too. They jumped a fence. I was screaming and shaking. Pat helped me up. Someone went inside and called the police. Suddenly they were there. One stayed with Pat and me. Others went looking for the men. They said we had to go downtown with them. It was Pat's birthday. We were going to celebrate. It was all messed up. I was shaking and hysterical. I still shake thinking about it. What if the gun had hit me? Why did I resist? I never thought I would before, and there I did it. My mother came. She went down to the station with me. She kept asking, "Why did it happen?"; "Why did we go there for dinner?"; "Why didn't I give him my purse?"; "Why wasn't I sensible like Pat?" She was hysterical. The policeman was nice. He said it would be okay. They caught the guys. They had a line-up. I was sure of one of them, not positive about the other. Pat wants to prosecute. The police want us to prosecute. I don't know, though. I just want to forget about it. I don't want to think about it or be reminded. What do you think? Should I prosecute? Will it make them mad? Will they try and bother me again? I'm so upset, I don't know what to do. I kept dreaming about it last night. I don't know if I'll ever stop shaking. I still have bruises. What if he'd killed me?

### Ineffective Responses of Friends #1

People who hear about a victim are often frightened. It reminds them of their own vulnerability. They hide behind many postures. Here are a few. Each in the group pick one to play out in response to the victim. See how it sounds, how it feels.

Rescuer: Your fear makes you want to resolve the situation quickly. You aren't a good listener. You have many questions and suggestions. You speak sweetly. You want the victim to listen and do as you suggest and to be grateful for your help. You encourage dependency.

### Rescuer Sample Responses to Victim:

What happened? When? Where?

You're so upset; shouldn't you see a psychiatrist?

Have you seen your doctor? Will you be all right?

I'm trying to help. Let me help you.

You need to stop dwelling on what happened. Think about something else.

Maybe your whole family needs counseling.

You aren't listening to me.

You are right not to prosecute. Why upset yourself? Try to get over this quickly.

It's so hard to see you so upset. What can I do to make you feel better?

If only you'd listen to me, I'm sure we can solve your problems.

Ineffective Responses of Friends #2

Hostile Helper: Your fear makes you angry at the incident. You want it to have been avoided. You tend to blame the victim for what happened. You speak gruffly and judgmentally. You try to distance yourself from the situation instead of listening.

Hostile Helper Sample Responses:

Look at you. What happened to you?

What were you doing in that neighborhood? Don't you know that bad people hang out there?

Your mother was right. You shouldn't have fought back. You should have known better.

You won't go there again, will you? You could have been killed!

This would never happen to me. I wouldn't get into such a situation.

How old were the men who robbed you? It's terrible--they should be working.

What can you expect from that kind of person?

I expect more of you. Why did you get in such a mess? Can't you take care of yourself?

Of course you should prosecute--are you going to let those men go free?

It's your own fault.

Ineffective Responses of Friends #3

Helpless Helper: Your fear overwhelms you and you feel that there is just no use in trying in this terrible world. You feel as bad as, or worse than, the victim. You don't listen but are feeling bad about yourself and how bad the world is.

Helpless Helper Sample Responses:

What happened? Oh, that sounds horrible.

My God, what did you do then? I couldn't have stood it; I would've collapsed right there.

What are you going to do?

It's no use.

Prosecute? What's the use? The judge will just let him off. It takes forever.

I wish you weren't so upset.

I'm beginning to feel sick.

Isn't it terrible, what the world is coming to? What are we going to do?

It is safer to go home after school. It's dangerous to go out just to have fun.

This is too much for me to handle.

Effective Response

The Good, Wonderful, Marvelous VSC Volunteer:

You are aware of your fears and you acknowledge them, talk about them in supervision, and are able to face your vulnerability as a human being. You are able to listen and to hold your judgments to yourself, knowing that empathy and understanding are helpful to someone in distress. You are patient, able to wait, and have a sense of timing about what is helpful.

Volunteer Responses to the Victim:

What happened? You really had a tough time.

I can understand how upset you must feel.

It would be hard to sleep after an experience like that.

What else happened? or Tell me more.

It's frightening to think you might have been hurt worse or killed.

It takes time to get over such difficult feelings.

You really handled the situation well--getting the police, identifying the man.

Is your mother calming down? It must be hard for you to be upset and then for her to be so upset, too.

It seems like you're feeling upset and kind of alone in all this.

It's hard when your family doesn't seem to understand how you feel.

You're having trouble deciding about whether to prosecute? What are your thoughts?

You seem worried that you fought back when you were attacked. It's true that it did put you in a dangerous situation, but I wonder if it also feels good to you that you didn't just "take it".

It's getting late and I have to leave soon. Do you want to let me know how you feel tomorrow? Would you like me to call you?

VSC Volunteer and Victim

(In reality, this conversation between victim and volunteer would be longer. It is shortened for training purposes.)

VSC: Is Jan Smith there? Jan? This is \_\_\_\_\_ of the Victim Service Council. Have you heard of us or what we do?

JAN: (suspiciously) No...

VSC: We are located in the County Government Center and our job is to reach out to people who have suffered in a crime and see if we can help them personally or help them if any problems come up about the court system. I understand you were robbed last week.

JAN: Yes...how did you know?

VSC: We are a part of the County Court system, and reports of crime come through our offices so we can contact people to see if we can be of help.

JAN: What kind of help? What do you do?

VSC: Well, we know that when a person has been a victim of a crime that it is hard for them in many ways. Sometimes they need help with real problems like losing their credit cards and advice on what to do and most times we find people feel very alone after a crime and we want to let them know we're here.

JAN: Oh...well, I got my purse back, so I didn't lose anything.

VSC: That's good. It must have been difficult for you. Do you want to talk about what happened?

JAN: Yeah...well, it was last week. I was going out to dinner with a friend, and two guys robbed us and pushed me down.

VSC: Oh! He pushed you down.

JAN: Yes, that was the scary part. He had a gun, and when I wouldn't give him my purse he pushed me and the gun went off. I thought that I'd had it.

VSC: That would be frightening. What happened then?

JAN: They ran away and the police came. I still shake when I think about it.

VSC: I would think so. It's a shock to our system when we come so close to being seriously hurt. Are you O.K.?

JAN: Yeah, just some bruises.

VSC: And lots of feelings, too.

JAN: Yes. I've been scared lately. Afraid to go out. My mother's been mad at me for getting into such a mess.

VSC: Your whole family's upset?

JAN: I guess so. I guess I was stupid to resist the guy. Then he pulled a gun. I never thought I'd fight back. My mother doesn't understand.

VSC: You were surprised at how you reacted in a crisis situation.

JAN: Yes. I never thought it would happen to me. I'm having trouble getting over it.

VSC: Have you been having trouble sleeping?

JAN: Oh, yes, nightmares about it. It feels so real, and I wake up shaking.

VSC: It might help you to know that many of the feelings you've described are normal. It's a way for you to try and come to terms with what happened. Dreaming about it, being afraid to go out; it takes time to absorb such a shocking experience and it does help to talk about it.

JAN: You mean that I'll feel better as time goes on---I hope so---Say, the Police want me to prosecute. Do you know anything about that?

VSC: Yes, some. What are your thoughts?

JAN: I don't want to. I'm scared. What if it makes the guys mad?

VSC: You're worried about it.

JAN: Yes, I'd like to forget about it and this would just remind me again.

VSC: You hope you'll be able to stop thinking about it.

JAN: Yes, but I'm not sure it's the right thing. It's hard to decide.

VSC: You want to think about it and make the decision that feels right to you. It's smart of you to take your time and think it over carefully. It's something we can talk about more. I can find out the procedures and explain your choices to you so you can think about it. Is that all right with you?

JAN: Yes, maybe that would be good. Thanks.

VSC: I know that we have lots more to talk about, but I have to stop in a few minutes. Is there anything else you want to mention today?

JAN: I don't know. Can I call you?

VSC: Sure! Do you have a pencil? Let me give you my name and how to reach me. \*\*\*\*\* Do you want me to call you back in a few days to see how you are?

JAN: Yes, I'd like that.

VSC: Good. Jan---I'd like to reassure you that it takes time to get over an incident like the one that happened to you. It's scary and makes us afraid for a while. It does help to talk to someone who understands what you went through. Do you have friends and family to talk to?

JAN: Yes, but they haven't been very helpful. They mean well, but...

VSC: Well, let's keep in touch until you feel more secure and feel that things are getting back to normal.

JAN: O.K.

VSC: Bye for now. I'll call you Wednesday afternoon.

Evaluation of Volunteer Training

Day I

On a scale of 0 to 10 (10 gives an A+ rating) please rate the following sections:

	<u>Content</u>	<u>Presentation</u>
1. Background		
2. Victimization Exercise		
3. Responsibilities of agency volunteers		
4. Attitudes Role Play: Victim and types of helpers		
5. Sample Role Play: VSC Volunteer and Victim		

Comments

Suggestions for Improvement

Abbreviation of Terms Every VSC Volunteer Should Know:

- A/W/I/T/K - Assault with intent to kill.
- A/W/I/T/D/G/B/H - Assault with intent to do great bodily harm.
- A/W/I/T/D/G/B/H/W/M - Assault with intent to do great bodily harm without malice.
- D.F.S. - Missouri Division of Family Services which administers state public assistance programs.
- Hotsheet - Daily record of most, but not all crime happenings in areas under the jurisdiction of the St. Louis County Police Department.
- LEAA - Law Enforcement Assistance Administration - a federal agency.
- MCCJ - Missouri Council on Criminal Justice - state agency (source of 90% of VSC funding), disburses LEAA money in Missouri.
- P.A. - Prosecuting Attorney
- P.D. - Police Department
- W.O. - Warrant Office
- 1st, 2nd, 3rd, 4th, and 5th. - Five area precincts in St. Louis County P.D.
- △ - the offender.
- V. - the victim.

## Communication Techniques for Volunteers

### I. The Crisis Situation

- A. When people have been robbed, hurt or their possessions have been taken, it creates a variety of uncomfortable feelings. These feelings may range from mild to severe:
1. Anxiety - fear - terror
  2. Shame - helplessness - overwhelmed
  3. Annoyance - anger - rage
  4. Unhappiness - sadness - grief
  5. Ambivalence - confusion - disorientation
  6. Control - adjustment
  7. Guilt - overcompensation for it
- B. These feelings make people feel more vulnerable and dependent. They may feel that they can't cope or don't know what to do. These emotions lower a person's confidence and self-esteem.

### II. Crisis Intervention

- A. The purpose of crisis intervention is to help people return to their normal level of functioning as quickly as possible.
- B. Ways to do this include:
1. What happened? How did it affect you? Victims may need to vent their feelings by telling and retelling details of what happened and their feelings about it.
  2. What needs to be done? The volunteer may then help the victim define the problems left in the wake of the crime.
  3. How can things be done? By whom? Once specific problems are identified, they may be sorted out and each one tackled appropriately. Emphasis should be on victim decisions and self-help.
  4. Back to normal: The follow-up should indicate that the victim is back to his/her usual level of functioning.
- C. The victim may not feel comfortable talking to you on the first call. That's one reason why follow-up calls are desirable unless victim states he/she wants no further contact.

### III. Characteristics of "Natural" volunteers - Be a friend

- A. Interest in and concern for others
- B. Empathy for others - to feel what another person feels - to experience their emotions
- C. Openmindedness - not to be shocked or horrified or upset by people's feelings and values
- D. Good Listeners - to be able to focus fully and intently on another
- E. Multi-solution approach - to see the variety of ways in which people can live and solve problems without making judgments or believing in one right way
- F. Not self-seeking - to not need other people to make self feel good

### IV. Listening Skills

- A. No self concern. Attention is truly focused on the client. Don't think of what you will say next but what the client is saying now.
- B. Use the "third ear". This means listening in an active way and requires much practice.
- C. Listen for feeling words and unexpressed feelings.
- D. Ask for more information. Do not assume you know without specifics. Use phrases and questions such as: "go on", "yes", "uh-huh", "could you give an example?", "could you tell me more?", "exactly what happened?".
- E. Paraphrasing - provides clarification and feedback to victim
1. "I hear you saying that...."
  2. "It sounds like you are feeling...."
- F. Listen to speech patterns and how it fits with what is being said. Listen to your own speech patterns, too.
1. Tone - flat, emotional
  2. Level - soft, loud
  3. Speed - fast, slow
  4. Emotion

## V. Responding

- A. Supporting the person - this means that regardless of their actions or feelings, the human being is worthwhile and acceptable.
- B. Paraphrasing Plus - adding your own idea on to what has been said, to encourage expansion.
- C. Clarifying - this means asking for more information (listening D.) or offering it yourself, "It sounds to me as if you are also very angry?"
- D. Labeling - this means helping someone to identify what they are feeling. Even though they are saying it, they may not know. "It sounds as if you are having two different feelings and that is confusing you."
- E. Making connections - you notice and identify repetitive incidents, themes or feelings. "You mentioned feeling sad before about your brother's death and now this."
- F. Pointing out apparent contradictions or omissions - this is not jumping on seeming errors but making the client aware of them. "I'm confused. You said \_\_\_\_\_ before. How does that fit in with \_\_\_\_\_?" "Can we back up a minute? I don't understand \_\_\_\_\_."
- G. Helping to find solutions
  - 1. Identify major and minor problems which require action
  - 2. Ask client how they might be handled
  - 3. Offer suggestions and alternatives
- H. Use of tentative statements - "I wonder", "Maybe", "Is it possible?" are tactful ways of introducing potentially touchy issues. They allow the person to maintain their position if they need to without disagreeing directly. It is not your knowledge but the person's ability to hear, understand, change or act which matters.

## VI. The First Contact

- A. Introduction
  - 1. Prepare your own introduction
  - 2. Practice it until it comes naturally - don't be too professional, be a friend
  - 3. Don't say more than necessary

- 4. Proceed slowly
- 5. Your goal is to gain the victim's trust quickly. A good way to do this is to provide a small service that requires you to call the victim back.

## B. Body of contact

- 1. Start where the victim is
- 2. Ask general questions at first
- 3. Get the victim talking as much as possible
- 4. Get as much factual information as the person can comfortably give
- 5. Don't rush or be intrusive, let them set the pace
- 6. Jot down brief notes and put into "narrative" later
- 7. Gradually organize situation into a list of specific details
- 8. Discuss possible actions - what needs doing - suggest tentative solutions so they can be rejected without developing a confrontation between the volunteer and victim

## C. Conclusion

- 1. Establish a plan of actions
- 2. Summarize the plans made

## VII. Further Contacts

- A. Checking back on specific details, results, etc.
- B. Summarize
- C. Further exploration with very upset or confused clients - in office/in home appointments
- D. Assessment for referral to other agencies for longer term help

## VIII. Special Problems

- A. Getting overly involved
- B. Clients you like too much
- C. Clients you don't like - most frequently, these are clients whose lives are always chaotic and who don't take steps to improve the chaos or those who have a very different life style.
- D. Setting limits

E. Confidentiality

F. Difficult clients

1. Overly proud and independent - need tact and light touch. "I know how well you can manage, but perhaps I could just \_\_\_\_\_."
2. Overly dependent/clingy - need limits and some demands that client act for self.  
"I am sure you can do \_\_\_\_\_ even though it's hard for you."
3. Suspicious/paranoid - need you to move very slowly and maintain distance.  
"I hope you will let me know when you feel ready for me to do \_\_\_\_\_."
4. Extremely emotional - need to calm, de-emphasize dramatics and feelings, be more factual.  
"Yes I understand how you feel but...."
5. Depressed - need to activate, mobilize - label feelings, especially anger.  
"It would help if you did \_\_\_\_\_."  
"You feel very bad I know, but I wonder ...."
6. Exaggerators - crow cases (unfounded information)

Checklist for VSC Volunteers

Before the Call

1. Review the information available.
2. Check to see if victim lives w/Δ.
3. Find appropriate questions as guidelines.

During the Call

- 1.\* Ask to speak to victim.
2. If victim is not home, ask when we might reach them.
3. If Δ does not live with victim, use your judgment in discussing case with the family member.
4. Briefly explain VSC.
5. Try to get a description of the incident.
6. Ask relevant questions based on type of crime.
7. Advise victim that we will be sending them VSC information. Check address and get zip code.
8. Ask victim if they would mind answering some questions for our records. Fill out demographic data.
9. If appropriate, let victim know we will be checking back to see how they are doing.
10. Take notes as needed.

After the Call

1. Write a comprehensive narrative of your contact (see Basic Guidelines for Narrative Writing).
2. Sign and date your narrative.
3. Fill out as much information as possible on the Victim Profile sheet or if you are following up, fill in the missing information.
4. Fill in demographic data.
5. Record victim contacts.
6. Record all other case related calls.
7. Send a letter and record the date.
8. Note services provided on the Service Summary.
9. Fill out Follow-up Request, if indicated.
10. Note service gaps, if any.
11. If we should take no further action, write case closed and the date at the bottom of the Victim Profile.

## Spirit of the Program

The Program Chairman, in responding to questions frequently asked by volunteers, tried to convey some of the "spirit" of the program. Her comments are extensively recorded in the first person.

1. Why should volunteers try to ferret out problems if the victim doesn't immediately ask for help?

For many different reasons, it may be difficult for a victim to ask for help. An example is a case I had involving an elderly woman who was reluctant to talk to me for fear we would tell her son about her victimization and she would be put in a nursing home. By getting a small thing done for her (arranging for a witness to pick up gloves in the victim's apartment), she trusted me enough to let a person from University City social services department go in and see her. Now she feels there is someone she can turn to.

2. Can we trust the victim not to rip us off?

Suggested Guideline: Assume that a victim is telling the truth until you know otherwise. There will be cases where your time will be taken advantage of, but you've chosen to give this time and you won't get it back. We don't have any money to give away so there should be no financial problem in terms of fraud. The time it takes you to determine how much food they have in their cupboard vs. the time it will take you to get them emergency food, you would be much better off just getting them the food.

3. Should we deal with issues other than those that are narrowly and directly related to the crime?

We say and I've said that our services are those that are directly related to the crime, however there are instances where that line is very fuzzy. For instance, a rape victim who I've been dealing with in the last couple of days wants to move. Now, the crime didn't have anything to do with where she lives. But she feels unsafe in her home. Well, fine, it doesn't take too much of my time to give her some leads in housing. Also, as long as you are talking to someone and you feel they may be eligible for a social security or food stamp program, you could tell them about the program because there are some people who don't know about welfare. You are not determining whether they are eligible. If you make an appointment or special arrangements for them and they follow through, that's fine. I don't think it is the kind of thing that should be narrowly interpreted. There are people that are multi-problem families that you can at least refer to different

agencies. If they have a lot of problems, often the crime has something to do with those other problems.

4. Why should we call rich people? They don't need our help anyway?

One really practical reason to call rich people is that if we ever get in a bind and need money, then we'll call them up and they may give us a contribution. We had a case with a baseball player. Maybe he would do a T.V. spot for free. There are all kinds of trade-offs which are very practical. Other times, wealthy people, especially the elderly, really do need help. I am not willing to make that determination for somebody else. I would rather make the call and have somebody say, "No, I don't need your help," or "Don't bother me," or "Thank you for calling."

In St. Louis there was a sniping incident where the victim was shot while leaving a synagogue after services. Even though the victim was very well off financially it was a very traumatic experience. The President of the Sisterhood from the synagogue had commented, "I don't know what's wrong with the community. Nobody called us." It's amazing how isolated people can be in these kinds of situations.

Sometimes it's difficult to understand procedures of insurance or credit card companies. A volunteer can be another person to help work out the problem. For instance, you can provide a real emotional boost. In one particular case, a woman told me, "This is the first nice thing that's happened to me in a month." We need that kind of PR and credibility in the community. We can use more than just the money. The support from those people to help push for continued grant funding can be very important.

5. When do you push the victim to take the initiative and when do you baby him/her along?

Not an easy issue to resolve. My feeling is that every victim should get a follow up call. If left on their own, they may not take the initiative to ask for help. At this time, they may need an extra little shove since the victimization, no matter how small, can be a traumatic experience. Just because a victim does not call back as promised, give them a call anyway. It may be that they don't have the energy to call or they may be confused. There are all kinds of reasons. What difference does it make if you call them one or two more times just to try to give them a little nudge.

6. What tone and inflection should be used in calling victims?

I've found that if you are very professional and you call up and say, "My name is Carol Vittert, I work for the Victim Service Council, I understand you were the victim of a crime, what do

you need?" The response to something like that is, "Well, I'm just fine, thank you for calling and good-bye." But if you fumble around and sound like a real person, if you say "um" and "huh" and use listening techniques that our counseling advisor pointed out, then people begin to talk and you begin to get at whatever their particular problem is, but it won't work if you sound like a caseworker. You want to sound like a friend. You have to learn how best to sell yourself to a victim.

## Suggestions for First Contact with Victim

### I. Contact

Ask to speak directly to the victim. If the victim is not available, use your judgment in speaking to family members (e.g., usually O.K. in burglary cases or to the parents of young victims). Never give information to employers or co-workers. In these cases or if you decide that a family member should not be involved, give only your name (if asked) and say that you will be calling back. Do not mention VSC or give our number. Determine when the victim can be reached and make arrangements to call then (or leave a follow up request).

### II. Introduction

A. Make up an introduction in your own words that you are comfortable with. State your name and that you are a worker with VSC. Include pertinent information about VSC (non-profit, social services to crime victims in St. Louis County, located in County Government Center, free and confidential, etc.). You may describe specific services which could be relevant to the type of crime or include other information you feel is important.

B. Indicate that we understand that they have been a victim of a \_\_\_\_\_. Give the referral source only if the victim asks. If victim is concerned about referral from the police or warrant office, explain that we receive government funds from a state agency - the Missouri Council on Criminal Justice and screen police reports and warrants issued on a daily basis to identify victims who might need our help. The victim is under no obligation to talk to us, but we are calling to express concern for them as crime victims and would be happy to help if we can.

C. Confirm that the victim knows who we are and the reason for our call before launching into questions.

### III. Assessment

A. The following questions might be helpful:

1) How are you doing? Are you O.K.? Were you hurt? Did you go to the hospital? Did the doctor tell you to come back? What do you plan to do about medical treatment?

2) How safe do you feel? Would you like some crime prevention information? Would you like the police to do a home security check?

3) Have you talked to the police? to a prosecutor? Any problems?

4) Do you know if the criminal has been caught? Do you know if a warrant has been issued? If the case is prosecuted, someone from our office would be glad to accompany you when you testify in court.

B. Use your judgment about asking for details of the crime. Too much curiosity could be perceived as "prying" particularly before you establish trust. Questions should always be expressed in a conversational, concerned tone of voice. Sometimes just asking where and when the crime happened can help a victim to open up.

C. Familiarize yourself with the questions on the Victim Profile as well as the questions for Robbery/Burglary and Assault victims. Introduce them into the conversation at appropriate times. Try to collect as much of the information on the front sheet of the Victim Profile as possible. Once you have established trust, the victim will usually respond freely.

D. If they should ask why you are asking so many questions, explain that:

- 1) we need to understand their situation to identify areas where we might be able to help
- 2) it is important for us to document the kinds of problems victims have so we can improve our services.

#### IV. Problem Identification

Summarize problem areas you've noted (if any). Make sure the victim agrees with your assessment. Don't second guess. If there are multiple problems, you may want to prioritize them.

#### V. Determine Future Action

A. Confirm that the victim would like us to assist. Clarify the next steps. If you are unsure about services we can provide or need to do some research, ask the victim if it would be O.K. with them for you to get more info and call them back.

B. For the first call, it is a good idea to provide some service immediately to "come through" for the victim. However, there may be things that the victim must do (e.g., find out about insurance, apply for food stamps, etc.) in these cases or once our credibility has been established, you might want to develop an informal contract or plan of action with the victim which identifies 1) what the victim needs to do and 2) what VSC can do. Avoid making commitments unless you are sure of our services. It is best to say, "We'll see what we can do and let you know."

#### VI. Wrap Up

You might say, "Is it O.K. if I send you some material which describes our agency? Let me give you our phone number and office hours if you need to get in touch in the meantime."

It should be made clear whether we will or won't be calling back. If the victim wishes us to follow up, establish a convenient time to call when the victim is most likely to be home. Determine if there are others in the household we can discuss the case with.

By Crime Sheets  
(Solicit information in a conversational style.)

#### For Assault Victims

##### Emotional State

Is victim afraid?

"Normal" fears are o.k. Phobias will disappear over time.

##### Retaliation by the Offender

Any threats so far? During incident or afterward? Threats common during incident, but retaliation is very rare. If afraid take these precautions:

1. Avoid set pattern of activity.
2. If stranger calls, yell to "Bob", "Sam" during phone call. Don't let anyone know you're alone.
3. When driving, keep distance between car in front of you at stop signs, etc.
4. Call P.A.'s office and police if you receive any nuisance phone calls, harassments, threats, etc.

##### Special Situations

If you were hurt -

1. Have you seen a doctor? If not, go!
2. Are you able to continue normal activities?

If you can't work -

1. Have you notified your employer?
2. Will he/she hold your job?
3. Do you need to file sick leave forms?
4. Would you like us to call your employer on any job-related issue?
5. Do you have insurance? Is the claim progressing properly?

If you are a housewife -

1. Can relative or friend help with your children?  
With your housework?
2. Could your church help?

Questions for Robbery and/or Burglary Victims

1. If money taken:
  - a. Was it for necessities, i.e. food stamps, utilities, rent, etc.?
  - b. Have you contacted appropriate offices to inform them?
  - c. Have you asked about deferring payments? If not, would you like us to contact a creditor for you?
  - d. You may deduct loss from income tax.
2. If other items were stolen or broken, i.e. - clothing, t.v., radio, glasses:
  - a. Were any of these items necessary to function? If so, how can they be replaced?
  - b. If items are insured, is insurance being handled? Any problems?
  - c. Were stolen items marked with Driver's License, Social Security Number, etc.? Would you like to mark your remaining property?
  - d. Do you want names, addresses of closest 2nd hand stores?
  - e. If items are uninsured, you may deduct loss from income tax.
3. If personal papers stolen:
  - a. Which ones?
  - b. If Driver's License, Social Security Card, do you know how to apply for new ones?
  - c. If credit cards, have companies been notified for replacement? Can we notify anyone for you?
  - d. If welfare check, food stamps, are these being reported? Are these being replaced?
4. Were you hurt?  
If yes, see master list for assault questions.
5. If incident was in your home:
  - a. Is your house secure? Locks, windows, lighting?
  - b. Do you want police to make home security check?
  - c. Do you want brochure on home security-prevention?
  - d. Do you have neighbors willing to keep an eye on your place?
6. If incident on the street:
  - a. Do you want crime prevention material sent to you?
  - b. Do you carry whistle or shrill? Would you like one?
7. If fearful, were there threats?
  - a. Did you report to police? To prosecuting attorney's office?
  - b. Advice on protection.

If fearful but no threats, are you interested in counseling?

If Defendant is Arrested:

If fearful, refer to retaliation questions on Assault Sheet.

Warrant Procedure:

Police seek warrant from Prosecuting Attorney (Warrant Office). Warrant officer determines whether warrant should be issued. Usually the victim is not present - except in domestic disturbances, sexual assault cases, or one-on-one fights, but there are no set rules.

Arraignment:

Offender is brought to court and informed of charges. Continuances are common. Case can be plea bargained, sent to Grand Jury or set for preliminary hearing. Victim does not attend.

Preliminary Hearing:

Assistant Prosecuting Attorney presents evidence that the defendant has committed the crime and the judge decides if there is enough evidence to hold the defendant for trial. Continuances are possible. Victim is subpoenaed, even if not an actual witness to the incident.

Trial:

If case is not dismissed or plea bargained (most typical), trial is held. Victim is subpoenaed to testify.

Other Useful Information:

1. If victim would like to come in to see court house etc., we can provide a volunteer for accompaniment.
2. If the victim is a witness, he/she will not be able to attend the whole trial.
3. If victim is not reimbursed for medical bills, he/she can file a civil suit.
4. The victim does not have his/her own attorney in the P.A.'s office. The attorney in the P.A.'s office works for the state. Victim does not prosecute, the state does.
5. A different prosecuting attorney handles the preliminary hearing from the one who handles the trial.
6. Can the victim come to court easily? Has he/she asked for work leave time? Can he get it? Does he get paid for it? Shall we call for him?

Questions for the Victim Who is an Employee

When individual is victimized while working for someone else, we want to know about his or her:

1. emotional trauma
2. own property that might have been taken also
3. future court appearances
4. protection available from employer
5. access to:
  - a. crime prevention information
  - b. workman's compensation.

Victim Service Council-Examples of Assistance Provided

Referral Source	County P.D.
Problem	Working mother shot and seriously injured. Recup- eration will take months. Family dependent on victim's income.
Services	VSC made the following arrangements: -7th Day Adventist Community Center and Elmwood Park Gateway Center for emergency food. -Metroplex for utility loan. Will be negotiating for delayed payment of unin- sured portion of medical bill. Exploring possibility of restitution. Providing support in court appearances.
Referral Source	Wellston P.D.
Problem	Elderly widow returned from visit to her son to find her home burglarized and all valuables gone. Victim has very limited income from social security.
Services	VSC contacted County Older Resident Program to look after victim and provide occasional transportation. Arranged with County P.D.'s Police Community Relations for home security inspection. Learned that victim, as widow, is eligible for Social Security Sur- vivor's benefits and helped her file claim. VSC is continuing to provide emotional support.
Referral Source	County P.D.
Problem	Young woman assaulted and seriously injured in her own apartment. Landlord refused to allow her to terminate lease. Victim very fearful and having nightmares.
Services	VSC Legal Advisor negotiated with landlord who has let victim out of her lease. VSC crisis intervention counseling has helped reduce psychological trauma.
Referral Source	Warrant Office
Problem	College student enrolled in school several hundred miles away is shot here in hold-up attempt. Two preliminary hearings (for co-defendants) created hardship for victim who wanted to testify.
Services	VSC secured court's cooperation in setting up a special preliminary hearing at victim's convenience. Arrangements were made with the P.A.'s office to provide reimbursement for round-trip gas costs.
Referral Source	KMOX Call for Action
Problem	County resident, a witness to a shooting, had her

Service winter coat taken as evidence by St. Louis City P.D. She could obtain no information on whereabouts and was extremely frustrated. VSC made contact with Circuit Attorney's office and the coat was promptly returned.

Referral Source County P.D. - Hotsheet  
 Problem Young man is shot and critically injured - probable permanent paralysis. Long-term rehabilitation indicated. Victim's mother, living in California, requests VSC assistance in coordinating services.

Services VSC made the following contacts:  
 -Utility companies for delayed payment of utility bill.  
 -Employer for job-related benefits.  
 -Union for welfare insurance.  
 -Division of Family Services for interim public assistance.  
 -Social Security Administration for social security disability payment.  
 -Veteran's Administration for veteran's benefits.  
 -Neighbors and local police to check periodically to see that victim's home is secure.  
 -On-going communication with victim's mother.

Referral Source Visiting Nurse Association (VNA)  
 Problem VNA client, a disabled woman with electro-larynx is robbed of money orders.

Services When VSC volunteer called, victim's electro-larynx batteries were weak and she was barely able to speak. VSC called company which immediately sent replacement batteries. Arrangements were made with bank to reissue a portion of funds lost. VSC volunteer has been providing on-going emotional support and has referred victim to Contact-St. Louis, a local telephone reassurance service.

Referral Source Wellston P.D.  
 Problem 52 year old man living on veteran's disability pension was assaulted and robbed of \$150.00. Victim feared utility shut-off.

Services VSC contacted Laclede Gas which agreed to delay payment. Since victim's income was minimal and acute visual disability was observed, eligibility for the following public aid programs was explored: Aid to the Blind, Medicaid, and Food Stamps.

Referral Source County P.D. - Sexual Assault Unit  
 Problem Rape victim in need of counseling.  
 Services VSC visited victim in hospital. Provided extensive crisis intervention counseling.

Referral Source County P.D.  
 Problem Woman killed in friend's home. Friend's family is extremely distraught by incident, especially the children.

Service VSC is providing emotional support and referred for long term counseling.

Referral Source County P.D.  
 Problem Couple running small commercial enterprise had large amount of money taken by juveniles. Victims wanted to provide additional information and to request restitution, but didn't know who to ask.

Service VSC contacted local precinct and arranged for victims to give supplementary information. Juvenile Court was contacted and victim made formal written request for restitution. VSC continuing to follow up.

## VSC Guidelines for Handling Threats and Harassment

### What We Know About Retaliation

1. Actual retaliation resulting in physical harm to a victim or the victim's family members is rare, particularly if the offender is a stranger. If there has been a pattern of physical assaults within a family or by a neighbor, that pattern may continue. In these cases, the victim may need to consider whether to remain in close proximity to the source of the threat.
2. It is very common for criminals to threaten a victim during the actual incident (e.g., "I'll get you if you report this"). It is a way for them to exercise control during the crime. In almost all stranger to stranger crime, these threats are empty.
3. Many instances, in which the offender, (his friends or family) contacts the victim, are in the nature of cajoling or pleading rather than actual threats. The offender often appears contrite and promises that he/she won't bother the victim anymore. This may or may not be true.
4. If a suspect has been arrested and a warrant has been issued, he will need a lawyer. One of the first things his lawyer should advise is that he/she should avoid contact with the victim or any of the witnesses.
5. Once an offender becomes involved in the court proceedings, his anger is often deflected elsewhere to 1) his attorney, 2) the judge or 3) the system. By the time of the conviction and/or sentencing, the victim is often forgotten.

## Emotional Support

### Supporting the Victim who is Afraid of Retaliation

A person who has been victimized will be more fearful than usual because his recent bad experience has made him aware of his vulnerability as a human being. He may become edgy in all aspects of his life and scare more easily. Fear of retaliation by the offender is common. As with other fears now in the victim's life, this may be exaggerated and out of proportion. Our experience shows that retaliation is unlikely, however, this does not mean that those fears and feelings are irrational. Others, with all good intention of calming the victim, may react to fears by somehow discounting. ("Oh, don't be silly") Treating fears lightly, as if they are not worth taking seriously may make the victim stop talking about them, but does not make them go away. The victim may even joke, make light statements or act as if he does not take them seriously, but the fear is probably there to some degree if the victim mentions it in any way and he may be looking for someone to respond to that. We will need to listen carefully to what the victim is saying, because he may or may not ask directly for help in dealing with those fears. If given the opportunity and support he will be able to distinguish for himself whether or not the fears are realistic.

The volunteer who encourages the victim to talk about those fears, listens, empathizes, and then helps the victim to separate realistic from unrealistic fears may provide a valuable service by helping that person to restore his sense of control.

We can be helpful in allaying fears by explaining to the victim what often happens to others in their situation. Explain that it is not unusual to become more nervous and anxious after a crime. Being afraid after something bad happens is a way in which we try to protect ourselves from additional accidents or traumas. Encourage the victim to assess how much of her fear is realistic and how much is an overly emotional reaction to being hurt. It is helpful to be aware of extreme fears, but not to act on them as though they are realistic fears. Unrealistic fears need to be understood as a natural reaction to a bad experience ("You are feeling afraid, and you are right, you have reason to, something very frightening has just happened to you.") Unrealistic fears are not helpful to the victim's recovery and return to normalcy. The victim may put a lot of energy into protecting herself from the wrong thing until she has distinguished the difference.

### What Can Be Done

All telephone calls (including anonymous and silent calls) written messages, and encounters with both the offender and others in his behalf should be documented as to date, time, and nature of the incident.

#### Police

1. The victim should call their police department immediately to report any threats, preferably to the investigating officer of the original case. The police should be given a description of the offender and his car (if known) so the street officers can be alerted to the presence of the offender in the victim's area.

2. The police can be asked to provide an extra patrol around the victim's home.

3. The police are unlikely to take strong action unless there is an actual threat of physical harm. Documentation and witnesses help. In serious cases, the arresting officers should be called and asked to contact the offender to demand that the harassment stop. Police cooperation may vary so the victim should let us know if the response is not positive.

#### Prosecutor

In serious cases the victim may want to contact the Assistant P.A. assigned to the case or have us make the contact. The prosecutor may take the following actions:

1. Contact the police if they have not been responsive to the victim. Requests from the P.A. do have added force and a police officer may then be more likely to make a "warning" visit to the offender or do a supplementary investigation.

2. Call the Defense Attorney and request that they advise the offender to desist from threats or retaliation. The Defense Attorney may also be advised that there will be no plea bargaining or special considerations if harassment persists.

3. Request that the judge verbally admonish the offender at arraignment or docket calls to stay away from the victim or other witnesses.

4. Include the threats as evidence against the offender in the preliminary hearing or trial.

Following through with prosecution is one way for a victim to have more control over the situation. If charges are dropped the offender may take the refusal to prosecute as a license to continue harassment.

The victim should always be assured that our office will be there to 1) follow up on threats 2) make sure that the authorities respond promptly and 3) lend our support during court appearances.

#### Telephone Company

If a victim feels that he is being harassed or threatened by telephone calls, Southwestern Bell offers the following options:

1. Temporary number change - This is the approach recommended by the telephone company security people in non-emergency cases. A victim's number can be changed for 30 days at no charge. During that period, a dialer will hear a recording that, "The number you are calling is no longer in service". After 30 days, the customer gets back the old number. This method is said to be very effective in discouraging calls since it is not widely known that the old number is reinstated.

2. Permanent number change - If a customer wishes to change his number permanently, there is a one time fee of \$19 plus tax. The costs can be spread out over 2 - 12 months without any interest charge.

3. Installation of a tracking device - The phone company will provide this service at no charge for cases of harassment and/or threats. This device does not record voices, only the origin of the call. Therefore, the caller does not need to speak in order to trace the call and length of the conversation does not matter.

## Safety Guidelines

1. We cannot guarantee that there will be no retaliation.
2. Threats should always be taken seriously!
3. Victims should always be advised on guidelines for protection. There is usually one good precaution which they haven't thought of and this helps to restore their sense of control over the situation.
4. It is not uncommon for family and friends to harass the victim in behalf of the offender. The victim should avoid contact as much as possible. The Tampering and Harassment laws apply to them as well.
5. The following brochures are available from the VSC office:

Your Neighborhood Burglar Needs Help  
Burglary: A Guide to Residential Security  
Safety on the Streets, A Manual of Safe Procedures for Women  
Your Retirement Anti-Crime Guide  
Lady Be Careful!

### At Home

1. Victim should post police telephone number on his/her home telephone.
2. If victim must be at home alone and receives telephone call s/he should allude to someone else in the house (ex: "Just a minute, Joe!" or "Hey, Sue, turn off the oven!")
3. For those who feel insecure in the home, go over "Home Security Guidelines: and/or suggest that home security inspections are available by some municipal police departments.
4. Neighbors are an often overlooked resource. Suggest that victim contact nearby neighbors to ask for their assistance.
5. Advise police to give additional protection - drive by the house periodically. Police should be given a description of the offender and the offender's car, if known.
6. If family sees anyone suspicious, they should get car license number and a good description. If a camera is available, take a picture and call police.

### Away From Home

1. Person threatened should not leave house alone - should always be accompanied by family or friends.
2. If person threatened attends school, the school authorities should be advised.
3. Victim should buy a shrill alarm to carry with them. Carry it in the hand, and if afraid, use it!
4. Plan a route and stay alert.
5. If visiting a friend or relative, victim should tell them what time they expect to arrive and how they will be traveling.

6. Avoid dark places, short cuts, alleys, thick trees and shrubs, sparsely traveled areas and parks. Stay away from buildings and walk next to the street.
7. Walk on the side of the street nearest oncoming traffic.
8. Watch for loiterers.
9. Avoid using public facilities (such as restrooms).
10. Have key ready when walking to the front door.
11. If accosted by anyone in a car, run in a direction opposite to the way the car is headed.
12. If you are suspicious of being followed, go into the nearest store and call police or walk out onto the street where you can be seen and blow whistle or use shrill.

### Driving

1. When driving, victim's family should try to leave an ample space between their car and the car in front (so they can swerve in case there is an attempt to sandwich them between two cars.)
2. Keep car locked. Always have keys in hand when walking to parked car. Check back seat.

### Parking

1. Park in well lit area.
2. Avoid parking in an enclosed parking area such as underground garage.
3. For women: leave an article of men's clothing in the car so that anyone looking into the car will assume a man will be returning to the car. (for instance, a man's hat)

## Basic Guidelines for Narrative Writing

### I. Narratives should focus on:

#### A. Narratives should focus on the victim's concerns and feelings

As Bard, in The Crime Victim's Book indicates, certain emotional responses are common among people who have been victims of crime. Common responses include, but are not limited to:

fear of further victimization  
decreased sense of personal control  
guilt  
shame  
anger at offender or others  
sense of violation of oneself  
concern about reaction of family and friends  
concern about prosecution and involvement with the criminal justice system

VSC volunteers should actively listen for and include in narratives those emotional responses the victim identifies or is helped to identify. Victim's feelings about the VSC call should be included in the narrative.

#### B. Narratives should focus on the victim's problems and needs

Active listening may elicit information about problems and unmet needs that the victim is facing.

The codebook lists about 50 sample problems/concerns common to many victims. Reviewing this sample listing may help you to actively listen for and identify statements of problems and needs.

The narrative should describe the problem as the victim sees it. The narrative should describe efforts previously made by the victim to solve the problem and should describe the understanding reached between victim and helper as to the problem-solving action that will follow, action by both victim and helper. (This is what is meant by "contract for action plan".) When no problems or unmet needs are identified, the narrative should specify this and should indicate extent of discussion which took place.

"1/3/80 Called V at home. Mrs. Jones said she's "doing fine" and did not feel in need of assistance at this time. We talked about VSC's services to victims and agreed that I would mail her material about us in case problems or concerns arise in future. DLB"

A victim may have "no problems" but the call may still generate much discussion about personal feelings about the crime, about society in general, about VSC and how nice it was to receive our call, about the victim's pet dog, the weather, almost anything. Without going into detail about pet dogs and the weather, the narrative should indicate extent of discussion and relevant issues discussed.

"1/6/80 Called V. Mrs. Harris talked at length about the anger and fear she had felt immediately after the crime. She was angry at the offender and fearful that she could be robbed again. She indicates that presently she has "gotten over" those concerns but seemed to enjoy talking with me about the many activities she's involved in at the church and the senior citizen center. We chatted for quite a while about miscellaneous non-crime related topics. She does not appear to be in need of VSC services, but knows to call us if wishes assistance. DLB

1/6/80 Mailed VSC brochures. DLB"

When problems are identified but VSC services are refused, the discussion should be documented, indicating the problems and the refusal of services in the narrative.

"...victim stated her son is going to pay for replacing her broken locks."

"...victim stated he has been in counseling with a private therapist and plans to return for further assistance with his concerns about the assault."

"...victim said, "Buzz off. I'll take care of my problems myself." (Not a likely response, of course.)

#### C. The narrative should focus on activities and efforts made by VSC staff/volunteers to meet the victim's needs and problems

Each activity: phone call, face-to-face contact, mailing, all should be a separate, dated, signed entry.

If you make collateral contacts on behalf of the victim, such as to CJS personnel, social service agencies, other family members, creditors, employers, VSC's legal or psychiatric advisor, your narrative should include:

1. date of contact
2. who you called, including phone numbers of that person:  
ex: "Officer Levy, 5th precinct, County Police, ext. 3860."  
"Mrs. Johnson, intake Worker at DFS, 993-1360."
3. content and purpose of call
4. indication that the V has given his/her permission for the case to be discussed with the person you are calling.

"1/30/80 Called victim to see how she's doing as per our conversation last week. She's concerned about the investigation of the robbery. I asked if she wanted me to call the police for information. V agreeable to this. Will get info and call back. DLB

1/30/80 Called Officer Murray, Hillsdale Police, 368-4242, to check on case status. Robbery still under investigation, no leads. He had planned to call V this week to tell her that info...asked if I would let her know. I said I would, but asked if V could call him today if has further questions. Officer Murray said this was fine. DLB"

- D. The narrative should focus on information needed to facilitate further action on the case.

Your narrative should be easily understandable by other volunteers/staff in the event that someone needs to work on the case in your absence.

If V has asked NOT to be called at work or that you NOT speak with any other family members, make this very clear in your narrative. If V has specifically said it's OK to talk with other members of the family make this clear as well. Your narrative and follow-up request should clearly indicate plan of action to be taken.

NOTE: the follow-up request form is NOT a permanent part of the case and is NOT a substitute for the narrative.

- E. The narrative should focus on documentation for evaluation and statistical purposes.

Dates on narratives should correspond with dates on victim profile sheet and service summaries. Narratives are reports of process and progress. Narratives, service summaries, and victim profiles should be continuously updated as the case develops.

## II. Narratives should not focus on:

- A. Narratives should not focus on detailed restatement of the crime story, except as it relates to the victim's feelings and needs.
- B. Narratives should not focus on judgments by the volunteers/staff as to the credibility, behaviors, values of the victim or others involved in the case, such as family

members, law enforcement or criminal justice personnel, social service agency representatives, etc.

If you're at all uncertain whether some piece of information should be included, ask the staff. If you do relate a judgment by the victim, make it clear in the narrative that it is the victim's (or someone else's) judgment.

ex: "according to Mrs. Smith, her neighbor's son is a juvenile delinquent."

NOT: "Mrs. Smith's neighbor's son is a juvenile delinquent."

and' NOT: "Mrs. Smith's story doesn't make much sense to me, and I think she's lying."

Like anything else, writing informative and useful narratives takes practice and gets easier with experience. If you're having difficulty becoming comfortable with narrative writing, tell us about it and we'll try to help.

VSC Management Information System

The following is the VSC management information system. It was designed in our second year of operation when we obtained free computer programming and time. The system allows us to gather many statistics which are valuable, but not essential. If you have access to a computer, you may want to use this system.

If you do not, we suggest that you use the victim profile (without the codes), the narrative and the follow-up form. You will probably need to record the services you provide and can simplify the VSC service summary form.

If you plan to use the victim profile or service summary please note the following:

1. VSC No. is the agency's internal file number. It also reflects the total number of cases obtained to date of this case.
2. P.D. is the police department in whose jurisdiction the crime occurred. (VSC serves victims who live in the 64 police departments in St. Louis County.)
3. C.N. is the police department's case number.
4. The information recorded above the dark, heavy line is entered into the computer. The computer codes are found in the management information system code packet which follows.

VICTIM PROFILE

VSC NO. 2122

- 1.) LAST NAME Baxter 2.) TYPE OF VICTIM burglary (BS)
- 3.) P.D. University City (UC) C.N. 1234 4.) DATE OF OFFENSE 12/30/79
- 5.) POLICE CLASSIFICATION burglary 1st degree (B1)
- 6.) DATE REFERRED 1/2/80 7.) REFERRED BY University City Police (UC)
- 8.) WARRANT? YES     NO N
- NAME Jane Baxter PHONE (H) 444-1111
- ADDRESS 1234 Street Ave. PHONE (B) ---
- CITY University City ZIP CODE 63130
- 9.) RACE B 10.) SEX F 11.) AGE 48 MARITAL STATUS Married
- OCCUPATION housewife BACKGROUND INFO offender
- ransacked house, missing items unknown at this time

LOCATION OF INCIDENT home TIME 1:00 p.m.

- 12.) OFFENDER KNOWN TO VICTIM? YES     NO N RELATIONSHIP None (0)
- 13.) INJURY? YES     NO N SPECIFY
- 14.) HOSPITALIZED? YES     NO N HOSPITAL
- 15.) MEDICAL INSURANCE? YES     NO N PARTIAL
- 16.) TOTAL UNPAID MEDICAL BILLS 0
- 17.) PROPERTY LOSS? YES     NO     UNKNOWN UN SPECIFY
- 18.) AMOUNT UN
- 19.) INCOME LOSS? YES     NO N 20.) SPECIFY (DAYS & AMOUNT) 0
- 21.) PAST VICTIMIZATIONS? YES     NO N #     SPECIFY

22.) RECOMMEND CASE CLOSED \_\_\_\_\_ (Date) \_\_\_\_\_ (Initials) APPROVED \_\_\_\_\_

RECOMMEND CASE CLOSED \_\_\_\_\_ (Date) \_\_\_\_\_ (Initials) APPROVED \_\_\_\_\_

23.) REASON TO END SERVICES

- a) \_\_\_\_\_ UNABLE TO CONTACT VICTIM
- b) \_\_\_\_\_ NO PROBLEMS
- c) \_\_\_\_\_ VICTIM DECLINED SERVICES
- d) \_\_\_\_\_ SERVICES NO LONGER NEEDED
- e) \_\_\_\_\_ VICTIM DECLINED FURTHER SERVICES
- f) \_\_\_\_\_ VSC UNABLE TO PROVIDE NEEDED SERVICES
- g) \_\_\_\_\_ VICTIM DID NOT FOLLOW UP
- h) \_\_\_\_\_ VICTIM WISHES TO INITIATE FUTURE CONTACT
- i) \_\_\_\_\_ OTHER (SPECIFY) \_\_\_\_\_

CASE REOPENED \_\_\_\_\_ (Date) REASON \_\_\_\_\_

24.) VICTIM REACTIONS OBSERVED

- a) \_\_\_\_\_ Disbelief
- b) b \_\_\_\_\_ Loss of Trust
- c) \_\_\_\_\_ Loss of Control
- d) \_\_\_\_\_ Concern w/Family Reaction
- e) e \_\_\_\_\_ Feel Responsible for Crime
- f) \_\_\_\_\_ Focus on Preexisting Problems
- g) \_\_\_\_\_ Anger at \_\_\_\_\_
- h) h \_\_\_\_\_ Fear of New Victimization
- i) \_\_\_\_\_ Fear of Retaliation By \_\_\_\_\_
- j) j \_\_\_\_\_ Feel Insecure in Home
- k) \_\_\_\_\_ Feel Insecure Outside Home
- l) \_\_\_\_\_ Anger at Criminal
- m) \_\_\_\_\_ Anger at Police
- n) \_\_\_\_\_ Anger at Prosecutor
- o) \_\_\_\_\_ Fear of Involvement with Criminal Justice System
- p) \_\_\_\_\_ Other \_\_\_\_\_

25.) VICTIM/FAMILY MEMBER'S REACTION TO VSC CALL

VICTIM  
 Very Positive VP Positive \_\_\_\_\_ Neutral \_\_\_\_\_ Negative \_\_\_\_\_ Very Negative \_\_\_\_\_

FAMILY MEMBER  
 Very Positive \_\_\_\_\_ Positive \_\_\_\_\_ Neutral \_\_\_\_\_ Negative \_\_\_\_\_ Very Negative \_\_\_\_\_

26.) IF APPLICABLE:

	V	FM (Family Member)	V	FM
a) Confused	_____	_____	_____	_____
b) Vague	_____	_____	_____	_____
c) Very talkative	_____	_____	_____	_____
d) Suspicious	_____	_____	_____	_____
		e) Hostile		
		f) Other		
		Specify		

Mail Contacts 1) 1/3/80 2) \_\_\_\_\_ 3) \_\_\_\_\_ 4) \_\_\_\_\_ 28.) Disposition 2

29) Victim	1) 1/3/80	2) 1/3/80	3) _____	4) _____	5) _____	6) _____	7) _____
30) Contacts	8) _____	9) _____	10) _____	11) _____	12) _____	13) _____	14) _____
31)	15) _____	16) _____	17) _____	18) _____	19) _____	20) _____	21) _____
	22) _____	23) _____	24) _____	25) _____	26) _____	27) _____	28) _____

32) F/M or	1) 1/3/80	2) _____	3) _____	4) _____	5) _____	6) _____	7) _____
Other	8) _____	9) _____	10) _____	11) _____	12) _____	13) _____	14) _____
Contacts	15) _____	16) _____	17) _____	18) _____	19) _____	20) _____	21) _____
	22) _____	23) _____	24) _____	25) _____	26) _____	27) _____	28) _____
	29) _____	30) _____	31) _____	32) _____	33) _____	34) _____	35) _____
	36) _____	37) _____	38) _____	39) _____	40) _____	41) _____	42) _____

Attempted	1) _____	2) _____	3) _____	4) _____	5) _____	6) _____	7) _____
Contacts	8) _____	9) _____	10) _____	11) _____	12) _____	13) _____	14) _____

FOR OFFICE STAFF USE ONLY:

No. of Victim Contacts Per Fiscal Quarter

No. of Collateral Contacts Per Fiscal Quarter

\_\_\_\_\_ 1/4, FY \_\_\_\_\_ : \_\_\_\_\_

31.) CLOSING 1/4 CONTACTS: \_\_\_\_\_

32.) CLOSING 1/4 CONTACTS: \_\_\_\_\_

For staff use only  
 Statiscal period 1/4 2 FY 80

Service Summary

NAME Baxter, Jane  
 VSC NO. 2122

Volunteers: Use this side for all services  
 Provided only during the months of January February March

NAME OF PROBLEM: Needs info. on V. Services Problem Code ( 1 )  
 Agency providing the service

Date of Service	Name of Service	Service code	Agency providing the service
1/3/80	1. Provide info. on VSC	( 10 )	VSC
	2.	( )	
	3.	( )	
	4.	( )	
	5.	( )	

PROBLEM see pg. 3 Problem outcome  
 OUTCOME: of code book Problem solved code ( 2 )

NAME OF PROBLEM: Needs Emotional Support Problem Code ( 2 )  
 Agency providing the service

Date of Service	Name of Service	Service code	Agency providing the service
1/3/80	1. reassurance	( 20 )	VSC
1/3/80	2. establish trust	( 22 )	VSC
1/3/80	3. informal contract	( 23 )	VSC
	4.	( )	
	5.	( )	

PROBLEM see pg. 3 Problem outcome  
 OUTCOME: of code book code ( )

NAME OF PROBLEM: Crime Prvention Problem Code ( 51 )  
 Agency providing the service

Date of Service	Name of Service	Service code	Agency providing the service
1/3/80	1. Discuss fears	( 510 )	VSC
1/3/80	2. Referral H. Sec. Chk.	( 511 )	UC
	3.	( )	
	4.	( )	
	5.	( )	

PROBLEM see pg. 3 Problem outcome  
 OUTCOME: of code book code ( )

Narrative

VSC CASE # 2122

NAME Baxter

DATE	Narrative
1/3/80	Called V at home. V described feeling nervous and upset about the burglary. Concerned about possibility of new victimization although husband has boarded up backdoor thru which offender entered house. Very upset that offender ransacked V's belongings, rummaged through personal effects. Feeling guilty that she wasn't home to prevent the crime and describes herself as trying to find "a reason" for the event. I offered to keep in touch with her until she's feeling better about the situation. Offered to refer V for home security check. V is interested. I will get more info. for her. Plan: 1. Call V back with info. on home security check. 2. Mail VSC literature
1/3/80	Called University City Police. Talked to Officer Reilly (565-1010) V can call him to arrange convenient time for home security check.
1/3/80	Re-called V: Gave info. about home security check to V. She will call to arrange time and I will recall her next week to see how she's doing. V feels very positive about our services.
1/3/80	VSC literature sent.

Baxter, Jane  
Case Name

Follow Up Request

TO D.B.

REQUESTED BY \_\_\_\_\_

DATE AND TIME FOR RE-CONTACT 1/10/80

RE-CONTACT ACTION call to V to see how she's doing,

Ask about home security check

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

VSC Management  
Information System Codes

Victim Profile Code Information

pg. 1 - 2

Code Information for Service Summary

pg. 3 - 11

For Victim Profile:

<u>CODE NO. 2</u>	<u>TYPE OF VICTIM</u>	<u>CODE NO. 5</u>	<u>POLICE CLASSIFICATION</u>
RAPE		RA	ASSAULT 1st(2nd)(3rd) A1(A2)(A3)
CHILD MOLESTATION		CM	BURGLARY 1st(2nd) B1(B2)
OTHER SEX OFFENSE		SO	ARSON 1st(2nd) F1(F2)
ASSAULT - FELONY		AF	CAPITAL MURDER CM
ASSAULT - MISD.		AM	DEVIANT SEXUAL ASSAULT 1st(2nd) D1(D2)
BATTERED SPOUSE - WOMAN		BW	HARASSMENT HA
BATTERED SPOUSE - MAN		BM	INDECENT EXPOSURE IE
OTHER FAMILY VIOLENCE		FV	KIDNAPPING KN
ASSAULT & ROBBERY		AR	MURDER 1st(2nd) M1(M2)
ROBBERY - PERSONAL		RP	PROPERTY DAMAGE 1st(2nd) P1(P2)
ROBBERY - COMMERCIAL		RC	PURSE SNATCHING PS
BURGLARY & STEALING		BS	RAPE RA
OTHER STEALING		OS	ROBBERY 1st(2nd) R1(R2)
THREATS/HARASSMENT		TH	SEXUAL ABUSE 1st(2nd)(3rd) X1(X2)(X3)
OTHER		OT	SEXUAL ASSAULT 1st(2nd) S1(S2)
			SEXUAL MISCONDUCT SM
			SODOMY SO
			STEALING ST
			TAMPERING WITH A WITNESS TW
			UNKNOWN UN

CODE NO. 3 POLICE DEPARTMENT

(St. Louis County has 64 different police departments, each has its own code. For Example: University City UC)

CODE NO. 7 REFERRAL SOURCE

P.D.s	(See CODE NO.3)	AID TO VICTIMS OF CRIME	AV
HOTSHEET	HS	VICTIM'S ASSISTANCE	VA
WARRANT OFFICE	WO		
PROSECUTOR	PA		
PROBATION & PAROLE	PP		
SEXUAL ASSAULT UNIT	SA		
SELF REFERRAL	SR		
AGENCY	(See CODE NO. 34)		
CENTRAL RECORDS	CR		

CODE NO. 12 VICTIM - OFFENDER RELATIONSHIP

NONE	0	OTHER FAMILY MEMBER	6
SPOUSE	1	NEIGHBOR	7
EX-SPOUSE	2	ACQUAINTANCE	8
COMMON LAW	3	NOT AVAILABLE	9
BOY(GIRL)FRIEND	4		
(GRAND) PARENT -			
(GRAND) CHILD	5		

CODE NO. 28      DISPOSITION

NO CONTACT                    0  
CASE REFERRED                1  
MAIL CONTACT                 2  
DIRECT CONTACT               3

CODE NO. 38      PROBLEM OUTCOME

EMOTIONAL SUPPORT ONLY      1  
PROBLEM SOLVED                2  
PROBLEM PARTIALLY SOLVED    3  
PROBLEM SOLVED ITSELF        4  
CLIENT DROPPED CASE         5  
UNABLE TO CONTACT CLIENT    6  
NO SOLUTION AVAILABLE        7

CASE FINAL DISPOSITION CODES

CASE TRANSFERRED              1  
MAIL CONTACT ONLY            2  
DIRECT CONTACT V - NO CLIENT 3  
DIRECT CONTACT V - CLIENT    4  
DIRECT CONTACT FM - CLIENT   5  
DIRECT CONTACT FM - NO CLIENT 6  
NO CONTACT                    7

For Service Summary:

SOCIAL SERVICE AND CRIMINAL JUSTICE PROBLEMS CODE NO. 32

Social Service Problems

- 1 Needs info on victim services
- 2 Needs emotional support
- 3 Needs crisis intervention counseling
- 4 Needs professional counseling referral
- 5 Needs face to face contact
- 6 Needs emergency assistance (food, clothing, cash, etc.)
- 7 Needs public assistance (DFS, Social Security, Veterans)
- 8 Housing problems
- 9 Problems w/creditors (utilities, rent/mortgage, etc.)
- 10 Heavy financial loss (tax deductions Anti-Fence)
- 11 Insurance problems
- 12 Medical problems (hospital social service, optometric, insurance, home care)
- 13 Legal problems (small claims, legal services, LRS, Consumer Protection)
- 14 Employee problems (security, Workman's Comp)
- 15 Transportation problems
- 16 Vocational & educational needs
- 17 Needs help replacing personal papers
- 18 Needs special services - senior citizens
- 19 Needs special services - youth
- 20 Needs special services - developmentally disabled
- 21 Needs special services - women
- 22 Needs special services - alcoholism & drug abuse
- 23 Needs special services - child care
- 24 Survivor's assistance / attempted suicides
- 25 Sexual assault (rape, sodomy, child molestation, etc.)
- 26 Family violence (battered women, child - parent, etc.)
- 27 Child abuse & neglect
- 28 Non-crime related problems
- 29 Non-resident victim referrals
- 30 Miscellaneous

Criminal Justice Problems

- 51 Crime prevention
- 52 Threats & harassment
- 53 Need case status info (police, Warrant Office, PA)
- 54 Need explanation of CJS
- 55 Need explanation of Juvenile Justice System
- 56 Wants direct contact with Criminal Justice personnel
- 57 Needs assistance with decision to prosecute
- 58 Witness notification and preparation (court dates, sentencing, etc.)
- 59 Witness hardship
- 60 Wants case expedited (Fugitive, no continuances)

- 61 Needs offender information
- 62 Court accompaniment
- 63 Wants input into case disposition
- 64 Property return

SOCIAL SERVICES PROVIDED - CODE NO. 33  
(Response to Social Service Problems 1-30)

Problem 1 - Needs info on victim services

- 10 Provide info on VSC services
- 11 Provide info on other available services

Problem 2 - Needs emotional support

- 20 Provide reassurance
- 21 Active listening to the crime story
- 22 Establish trust (create climate for victim to discuss problems)
- 23 Develop informal contract for action plan

Problem 3 -- Needs crisis intervention counseling

- 20 Provide reassurance
- 21 Active listening to the crime story
- 22 Establish trust (create climate for victim to discuss problems)
- 30 Help victim evaluate emotional situation
- 31 Discuss family reactions with victim
- 32 Discuss family reaction with family member
- 33 Help victim identify support system
- 34 Assist victim in regaining trust (Bard)
- 35 Assist victim in regaining control (Bard)
- 36 Discuss societal responses (criminal justice, medical, and social service personnel)
- 37 Referral to 24 hour hotline/other crisis intervention agency
- 23 Develop informal contract for action plan
- 38 Consult with VSC counseling advisor
- 39 Other assistance

Problem 4 - Needs professional counseling

- 40 Discuss counseling alternatives with victim
- 41 Make counseling referral for victim
- 42 Make counseling referral for family member
- 43 Coordinate services with professional counselor
- 44 Other assistance

Problem 5 - Needs face-to-face contact w/VSC

- 50 Home visit
- 51 Hospital visit
- 52 Office visit
- 53 Other assistance

Problem 6 - Needs emergency assistance

- 60 Emergency food arrangement
- 61 Clothing arrangement
- 62 Provide emergency cash (VSC Fund)
- 63 Referral for emergency cash
- 64 Expedite emergency assistance
- 65 Referral for household goods, toys, etc.
- 66 Deliver emergency assistance to victim
- 55 Home visit
- 67 Other emergency assistance  
(Note: See Problems 8 and 9 for housing and utility emergencies)

Problem 7 - Needs public assistance/financial aid

- 70 Food Stamp referral
- 71 ADC (Aid to Dependent Children) Referral
- 72 Referral to other DFS (Division of Family Service) program
- 73 Referral for Social Security/Social Security Disability
- 74 Referral for SSI (Supplemental Security Insurance)
- 75 Referral for Veteran's benefits
- 76 Referral to other government assistance program
- 77 Expedite public assistance
- 78 Assistance with work-related benefits (unions, pensions, etc.)
- 79 Other financial assistance

Problem 8 - Housing problems

- 80 Referral for shelter
- 81 Provide housing listings (Apartment Directory)
- 82 Provide other assistance in locating housing
- 83 Referral for tenant problems
- 84 Negotiation w/landlord or mortgagee (lease, eviction, sale, etc.)
- 62 Provide emergency cash (VSC Fund)
- 85 Other housing assistance

Problem 9 - Problems with creditors

- 90 Discuss credit history and implications
- 91 Negotiate with landlord/mortgagee
- 92 Negotiate with utility company
- 93 Negotiate with other creditors
- 94 Referral for utility grant
- 95 Assist victim in budgeting income
- 96 Referral for budget management counseling
- 62 Provide emergency cash (VSC Fund)
- 97 Other creditor assistance

Problem 10 - Heavy financial loss

- 100 Provide info on IRS Casualty Loss
- 101 Provide Anti-Fence info
- 102 Other assistance

Problem 11 - Insurance problems

- 110 Provide crime insurance info
- 111 Assist victim in filing insurance claim (theft, medical, etc.)
- 112 Negotiate with insurance company
- 113 Expedite insurance
- 114 Other insurance assistance

Problem 12 - Medical problems

- 120 Referral to hospital social service department
- 121 Coordination with hospital social services
- 122 Encourage victim to get medical assistance
- 123 Referral for medical treatment
- 124 Referral for home care
- 125 Referral for optometric services
- 126 Medicaid/Medicare referral and assistance
- 127 Hospital visit
- 127 Assistance with medical documentation
- 128 Other medical assistance

Problem 13 - Legal problems

- 130 Advise of possible civil action
- 131 Legal referral (Lawyer's Reference Service, legal services, etc.)
- 132 Small Claims assistance
- 133 Consumer Protection referral
- 134 Child support referral
- 135 Consultation with victim's attorney
- 136 Negotiation with victim's attorney
- 137 Consultation with VSC legal advisor
- 138 Other legal assistance

Problem 14 - Employee problems

- 140 Referral to Workman's Compensation
- 141 Negotiation with employer (non-court related)
- 142 Discuss commercial security options
- 143 Explore employment alternatives
- 144 Other employee assistance

Problem 15 - Transportation problems

- 150 Referral to available transportation services
- 151 Provide info on transportation options
- 152 Provide transportation
- 153 Other transportation assistance

Problem 16 - Vocational and educational needs

- 160 Discuss vocational opportunities
- 161 Referral to vocational services
- 162 Job placement
- 163 Discuss educational opportunities
- 164 Referral to educational services
- 165 Educational placement
- 166 Other vocational or educational assistance

Problem 17 - Replacing personal papers

- 170 Provide info on replacement procedures
- 171 Expedite replacement
- 172 Other related assistance

Problem 18 - Special services - senior citizens

- 180 Provide info on available services
- 181 Referral to service for senior citizens
- 182 Coordinate services with senior citizen agency
- 183 Arrange for home visit
- 184 Other assistance to senior citizens

Problem 19 - Special services - youth

- 190 Provide info on available services
- 191 Referral to service for youth
- 192 Coordinate services with youth agency
- 193 Other assistance to youth

Problem 20 - Special services - disabled persons

- 200 Provide info on available services
- 201 Referral to services for the disabled
- 202 Coordinate services with agency for the disabled
- 203 Other assistance to the disabled

Problem 21 - Special services - women

- 210 Provide info on available services
- 211 Referral to services for women
- 212 Coordinate services with women's agencies
- 213 Other assistance to women

Problem 22 - Special services - Alcoholism & drug abuse

- 220 Provide info on available services for alcoholics
- 221 Provide info on available services for drug problems
- 222 Referral to alcoholism services
- 223 Referral to drug abuse services
- 224 Coordinate services with alcoholism agency
- 225 Coordinate services with drug abuse agency
- 226 Other assistance for alcoholism problems
- 227 Other assistance for drug problems

Problem 23 - Special services - Child care

- 230 Provide info on available services
- 231 Referral to child care agency
- 232 Coordinate services with child care agency
- 233 Other child care assistance

Problem 24 - Survivor's assistance

- 240 Assistance with funeral arrangements
- 241 Assist survivor with grieving process
- 242 Discuss emotional reactions of children
- 41 Make counseling referral
- 243 Assistance with probate problems

- Problem 24 - Survivor's assistance (cont.)
- 244 Assistance with Social Security survivor's benefits/ burial money
  - 245 Assistance with union benefits/pension
  - 111 Assist survivor with filing insurance claim
  - 112 Negotiate with insurance company
  - 113 Expedite insurance
  - 246 Provide other assistance to survivors  
(Note: See Problems 3 and 4 for other crisis intervention and counseling services)

- Problem 25 - Sexual assault
- 250 Explain Rape Trauma Syndrome & rapist's motivations
  - 251 Explain medical procedures
  - 570 Discuss concerns about prosecuting
  - 542 Explain court process
  - 544 Explain Grand Jury process
  - 252 Consultation with Sexual Assault Unit or other police officers
  - 253 Consultation with Prosecutor
  - 31 Discuss family reaction with victim
  - 32 Discuss family reaction with family member
  - 254 Support for parents of sexually abused children
  - 255 Crisis intervention counseling of sexually abused children
  - 256 Other services for victims of sexual assault  
(Note: See problems 3 and 4 for other crisis intervention and counseling services)

- Problem 26 - Family violence
- 260 Discuss safety precautions in domestic disputes
  - 261 Explain 3-stage battering cycle
  - 262 Discuss effects on children and other family members
  - 263 Discuss alternatives for victims who want to stay
  - 264 Discuss alternatives for victims who want to leave
  - 265 Discuss alternatives for victims who are undecided
  - 266 Discuss legal alternatives with victims
  - 80 Referral for shelter
  - 570 Discuss concerns about prosecuting
  - 267 Other services for victims of family violence  
(Note: See problems 3 and 4 for other crisis intervention and counseling services)

- Problem 27 - Child abuse and neglect
- 270 Report case to child abuse hotline
  - 271 Consultation with DFS (Division of Family Services)
  - 272 Referral to child abuse agency (e.g., Family Resource Center)
  - 273 Other assistance for child victims of abuse and neglect

- Problem 28 - Non-Crime related problems
- 280 Referral to appropriate agency
  - 281 Direct service

- Problem 29 - Non-Resident victim
- 290 Referral to St. Louis City victim/witness agency
  - 291 Referral to out-of-state agency
  - 292 Other services to non-resident victim

- Problem 30 - Miscellaneous
- 293 Miscellaneous services

CRIMINAL JUSTICE SERVICES PROVIDED - CODE NO. 33  
(Responses to Criminal Justice Problems 51-64)

- Problem 51 - Crime prevention
- 510 Discuss fears and reassure as indicated
  - 511 Referral for home security check
  - 512 Provide street safety info
  - 513 Provide home security info
  - 514 Provide Operation I.D. info
  - 515 Discuss Crime Blocker program, when applicable
  - 516 Discuss neighborhood crime situation
  - 517 Provide Women's Crusade info
  - 518 Referral to CORPS Crime Prevention program
  - 101 Provide Anti-Fence info
  - 519 Other crime prevention assistance

- Problem 52 - Threats & harassment
- 520 Help victim differentiate between realistic and unrealistic fears
  - 521 Reassure (provide info victims should know)
  - 522 Provide personal safety guidelines
  - 523 Consultation with prosecutor
  - 524 Consultation with other criminal justice personnel
  - 525 Provide guidelines for telephone harassment
  - 526 Consultation with Southwestern Bell
  - 80 Referral for shelter
  - 82 Provide other assistance in locating housing
  - 527 Other related assistance

- Problem 53 - Need case status information
- 530 Check with police for case status
  - 531 Check with prosecutor for case status
  - 532 Check warrant status
  - 533 Check with court for case status
  - 534 Check with corrections for case status
  - 535 Referral to police
  - 536 Referral to prosecutor
  - 537 Referral to court
  - 538 Referral to other criminal justice personnel
  - 539 Other case status assistance

Problem 54 - Need explanation of Criminal Justice System

- 540 Discuss philosophy of the Criminal Justice System
- 541 Explain police procedures
- 542 Explain warrant process
- 543 Explain Grand Jury process
- 544 Explain court process for misdemeanors
- 545 Explain court process for felonies
- 546 Explain court process for County and municipal ordinances
- 547 Explain sentencing/corrections process
- 602 Contact Fugitive Unit
- 548 Other related assistance

Problem 55 - Need explanation of the Juvenile Justice System

- 550 Explain philosophy of Juvenile Court
- 551 Explain police procedures re: juveniles
- 532 Explain Juvenile Court procedures
- 533 Assist victim in request for restitution
- 534 Assist victim in request for info
- 535 Other related assistance

Problem 56 - Wants direct contact with Criminal Justice personnel

- 560 Arrange contact with police
- 561 Arrange contact with prosecutor
- 562 Arrange contact with other criminal justice personnel
- 563 Other related assistance

Problem 57 - Needs assistance with decision to prosecute

- 570 Discuss concerns about prosecution
- 571 Research info victim wants to assist in decision making
- 572 Other related assistance

Problem 58 - Witness notification and preparation

- 580 Provide early witness notification for victim
- 581 Relay witness information from prosecutor
- 582 Assist with subpoena problems
- 583 Discuss victim's concerns re: testifying
- 584 Referral or consultation w/prosecutor re: testimony
- 585 Provide victim with witness guidelines at court appearance
- 586 Other related assistance

Problem 59 - Witness hardship

- 590 Assist victim with transportation arrangement for court
- 591 Provide victim with transportation to court
- 592 Arrange for change of court date
- 593 Negotiate with employer (court leave, wages, etc.)
- 594 Other assistance for witness hardship

Problem 60 - Wants case expedited

- 600 Discuss victim's concerns with prosecutor
- 601 Discuss victim's concerns with police
- 602 Contact Fugitive Unit
- 603 Other related services

Problem 61 - Needs offender information

- 610 Obtain offender status from court
- 611 Obtain offender status from Corrections
- 612 Obtain offender background information from prosecutor
- 613 Other related assistance

Problem 62 - Court appearance

- 620 Accompany victim to Grand Jury
- 621 Accompany victim to preliminary hearing
- 622 Accompany victim to trial (misdemeanor)
- 623 Accompany victim to trial (felony)
- 624 Accompany victim to other court hearings
- 625 Other related assistance

Problem 63 - Wants input into case disposition

- 630 Assist in requesting restitution
- 631 Assist in requesting protection
- 632 Assist in requesting mandated counseling
- 633 Assist in requesting no leniency
- 634 Assist in the other concerns about case disposition

Problem 64 - Property return

- 640 Contact prosecutor for property return
- 641 Contact police for property return
- 642 Other related assistance

COMMUNITY RESOURCE SUMMARY

Service Area: S.L. Metropolitan Type of Service: counseling for incest  
I&R<sup>1</sup> \_\_\_\_\_ DS<sup>2</sup> \_\_\_\_\_

Agency: Christian Family Life Center Division: \_\_\_\_\_

Address: 6636 Clayton Road

Municipality: Clayton Zip: 63105

Phone No.(s): 781-0000

Contact Person(s) Jane Brown Kathy Smith

Hours: by appt. Fee: see comments

Branches: none

Service Description: Counseling with victims and families in cases of incest. Immediate service for victims and/or witnesses. Longterm counseling for offender and his/her family.

Service Limitations: Families of incest victims and offenders

Comments: have contract with D.F.S. (St. Louis City, County, St. Charles Co. and Franklin Co.). D.F.S. can absorb costs for family they refer. Family may request D.F.S. worker to be referred. C.F.L.C. is willing to work with victim and family until D.F.S. picks up cost, if family can pay until then. D.F.S. can reimburse family, C.F.L.C. is willing to call family to encourage them to come in, need not wait for family to call them.

Cross Listings: D.F.S., incest, counseling

<sup>1</sup>Information and Referral  
<sup>2</sup>Direct Service

Guidelines for Referrals

Step I. Assess Victim's Needs

1. define problem and type of service needed
2. location (for convenience to residence and/or workplace)
3. age (more services for those under 17 and over 60)
4. religious affiliation
5. transportation availability
6. financial resources (can they afford a fee? how much?)
7. current or past involvement with agencies for similar problem (to avoid duplication)
8. victim's own resources as well as family, friends, church, etc.
9. timing (how soon is service needed? any deadlines?)
10. for intervention with creditors, determine past payment history and what kind of payment plan they can handle in the future
11. ask permission to contact other agencies or individuals on their behalf (give them a sense of control)
12. don't make guarantees or raise unrealistic expectations
13. promise to get back to the victim soon or set a reasonable time frame

Step II. Assess Agency Resources

1. call contact person, if possible and give 2-3 sentence synopsis of problem
2. ask what agency can and cannot do
3. determine if victim is eligible for services
4. if service seems appropriate, ask them to outline procedures - who contacts whom? Define their expectation of the client.
5. find out when things will happen
6. let agency know we will be following up with the victim

Step III. Contact Victim - Make Referral

1. what services can they expect? How soon?
2. define responsibility of victim, agency, and Victim Service Council
3. prepare them for any problems
4. if they must initiate call, give them the name of the contact person at agency, if possible
5. define the next steps in the process
6. let them know we want to follow up and give approximate time for next contact (generally 1-2 weeks)

Step IV. Follow up with victim and/or agency

We need to know that service has actually been provided or is no longer needed or desired. Check with victim, if possible or with agency.

Evaluation of Volunteer Training

Day II

On a scale of 0 to 10 (10 gives an A+ rating) please rate the following sections:

- |                                   | <u>Content</u> | <u>Presentation</u> |
|-----------------------------------|----------------|---------------------|
| 1. Communication Techniques       |                |                     |
| 2. Forms and Narrative            |                |                     |
| 3. Criminal Justice System        |                |                     |
| 4. Resources                      |                |                     |
| 5. Homework Packet and Discussion |                |                     |

Comments

Suggestions for Improvement