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**National Institute
of Justice**

Issues and Practices

Serving Crime Victims and Witnesses

- Why victim witness programs are important
- Starting and improving your program
- Networking with law enforcement officers, prosecutors, judges, and social service agencies
- Selecting and furnishing services
- Making your program a permanent part of the system

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James K. Stewart

Director

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Serving Crime Victims and Witnesses

by
**Peter Finn and
Beverly N.W. Lee**

June 1987

Issues and Practices in Criminal Justice is a publication of the National Institute of Justice. Designed for the criminal justice professional, each *Issues and Practices* report presents the program options and management issues in a topic area, based on a review of research and evaluation findings, operational experience, and expert opinion in the subject. The intent is to provide criminal justice managers and administrators with the information to make informed choices in planning, implementing and improving programs and practice.

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The following individuals provided information and assistance in the conduct of this study:

Advisory Panel

Mr. Harold O. Boscovich
Director
Victim/Witness Assistance Program
Alameda County, California

Mr. James P. Damos
Chief
University City Police Department
University City, Missouri

Ms. Roberta C. Cronin
Research Scientist
American Institutes for
Research
Washington, D.C.

Ms. Linda S. King, L.C.S.W.
Associate
Institute for Women's Health,
and private psychotherapist
Washington, D.C.

Ms. Constance C. Noblett
Program Director
Crime Victim Center
Westchester, Pennsylvania

Program Monitor

Ms. Virginia Baldau
National Institute of Justice
Washington, D.C.

Foreword

Victims of crime often suffer physical injury, financial losses, and, almost invariably, emotional distress. Witnesses, too, experience stress, both in seeing the crime and in testifying about it. Yet, in addition to the impact of the crime itself, victims and witnesses too often have suffered a "second victimization"—insensitive treatment at the hands of the criminal justice system. At a time when they most need support, too many victims have found themselves alienated from the very system to which they looked for justice and fair treatment.

In 1982, President Reagan established the President's Task Force on Victims of Crime to bring the problems of victims to the attention of the nation. The Task Force drew on research which showed the high levels of unreported crime—often because victims were reluctant to "get involved" with the criminal justice system; on studies which demonstrated that witnesses' fear of reprisal or frustration with repeated court continuances often led them to refuse to testify; and on the harrowing testimony of victims themselves about the impact of the crime on their lives and their experiences with our criminal justice process. Task Force members also heard from victims who had received both practical and emotional support from victim assistance programs and who had been helped by sympathetic law enforcement professionals sensitive to and knowledgeable about victim issues. In its Final Report, the President's Task Force on Victims of Crime proposed a series of Recommendations for Action, key among them wider establishment of victim witness assistance units.

Such units had begun in the mid-1970's, often stimulated by organizations of the elderly or women's groups concerned

about the psychological and financial impact that crime and subsequent involvement with a seemingly indifferent criminal justice system had on their members. It has now become clear that these programs can provide a valuable source of tangible support for crime victims and witnesses, both in rebuilding their personal lives and in negotiating and understanding the often confusing procedures of the criminal justice process.

This report provides a comprehensive description of how communities can establish or expand victim witness assistance efforts. It draws on the history of successful programs throughout the country and analyzes the issues which need to be addressed in determining what program structure and services will best meet the needs of a particular community. It provides guidance on how program staff can work collaboratively with criminal justice professionals and establish and maintain effective networks with both justice and social service agencies. It also reviews how states and localities are using the funds provided by the Victims of Crime Act of 1984 to improve their response to crime victims.

There is, I believe, a strong and growing sensitivity to victims of crime now evident among both criminal justice professionals and the broader public. We are beginning to bring balance back to the system and to respond more effectively to those who have been victimized by crime. I hope that this report, part of the National Institute of Justice series *Issues and Practices in Criminal Justice*, will contribute to that effort.

James K. Stewart
Director

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Preface

Victim witness assistance programs provide emotional support in overcoming the trauma of victimization, as well as practical assistance in dealing with the inconvenience and "stage fright" of taking the stand in open court. This document describes how several highly successful programs prevent, alleviate, or solve the emotional, physical, and financial problems victims and witnesses typically face. The document synthesizes research findings from crisis intervention and victimization studies, together with actual experiences of victim witness program staff, to develop a set of flexible guidelines for starting, improving, and (in times of fiscal retrenchment or increased funding) revising services to victims and witnesses. Every chapter devotes attention to the constant and difficult compromises program planners and program staff must make in the face of limited time, staff, and money on the one hand, and the tremendous unmet needs of victims and witnesses on the other. The document clarifies the nature of these trade-offs and suggests alternative means for resolving them.

The report has been prepared with three types of readers in mind:

- *Directors of existing victim witness programs* and other program staff who need help in resolving problems in providing services, and who are interested in improving the assistance they furnish victims and witnesses.
- *Planners designing a new victim witness program* who need help in the the complex and time-consuming task of establishing a program.
- *Agency supervisors and administrators* who may wish to sponsor a program, and who need policy guidance to determine what program features will conform best to their interests and needs.

Project Methodology

Several sources of information were used in this volume. First, we reviewed the literature in victim witness program development and service delivery to help identify the major issues in establishing and operating a program. We also sampled the literature on criminal victimization and on providing crisis intervention to victims of traumatic experiences.

Second, we relied on an advisory board experienced in providing victim witness services, establishing and directing victim witness programs, and conducting research on program

operations. Some board members were familiar with a range of programs nationwide; others represented the perspectives of the criminal justice system and the social welfare program network. The board reviewed an issues paper, presenting the principal topics to be addressed in the final document, as well as a draft outline of the volume. The board also helped identify programs for site visits, reviewed a revised document outline, and critiqued a draft of the volume itself.

We also consulted experts in victim witness services in the National Institute of Justice and elsewhere in the country regarding the project's scope and direction.

Primary research was conducted through hour-long telephone contacts with directors of twenty-five victim witness programs, plus site visits to six programs. The 25 program directors were originally interviewed in 1981, and the six sites were visited in 1982. However, additional telephone interviews were conducted with all the programs in early 1986 to update the information obtained in 1981 and 1982.

Five broad criteria were used in selecting programs for telephone contact. The program had to: serve victims; provide a wide range of services; have some documentation (e.g., procedural manuals and training materials); have achieved some permanence; and have no special features that would make replication difficult. Programs were also required to reflect geographic diversity and varied sponsorship, staff size, client volume, and funding levels. Finally, we sought programs which use volunteers, collaborate with the criminal justice system, and provide formal staff training.

We applied these criteria to 200 programs identified in the National District Attorneys Association Directory of Victim/Witness Assistance Programs, in the directory contained in the appendix of the National Evaluation Program Phase I Assessment Report, and in project abstracts contained elsewhere in the literature. From this initial list of 200 programs, we narrowed the range to fifty-four. We reviewed these programs with leaders in the field of victim witness assistance, including the members of our advisory board, and on the basis of these expert recommendations, selected twenty-five for contact. (See Appendix A.)

In addition to obtaining a national picture of how victim witness programs function and solve problems, the telephone contacts helped us select programs for possible site visits. Recommendations of the advisory board also guided our

selection of six programs to visit. Together, the six sites provided a balance of programs in terms of focus, location, sponsorship, services, caseload, staffing, funding levels, and data collection approaches. In addition, all the programs had strong working relationships with the criminal justice system and other social service organizations. The six programs were:

- Crime Victim Centers, Minneapolis/St. Paul, Minnesota
- Victim Service Council, St. Louis County, Missouri
- Victim Assistance Program, Portland, Oregon
- Victim Witness Assistance Program, Alameda County, California
- Police Crisis Intervention Unit, Scottsdale, Arizona
- Victim/Witness Assistance Unit, Greenville, South Carolina.

Both authors visited the first five sites, spending two or three days at each; Greenville was visited by only one author. At each site, we interviewed the program director, two to four other staff members (including volunteers), and representatives of law enforcement agencies, the prosecutor's office, and other human service agencies.

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Many individuals contributed to the success of the project. We are especially grateful for the assistance provided by our advisory board:

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- Constance C. Noblet, Program Director, Crime Victim Center, Westchester, Pennsylvania

Experts in the field of victim witness program development consulted with us on various occasions, and their insights

helped us develop the project and this document. Special thanks are due to Roger Lesser, former director of the Victim Witness Support Center at Aurora Associates, and to Marlene Young, Executive Director, and John Stein, Deputy Director, of the National Organization for Victim Assistance (NOVA) for participating in the advisory board meeting, reviewing program documents in draft stage, and helping us select telephone contact sites. John Stein and Diane Alexander, both of NOVA, shared their extensive knowledge of how the Victims of Crime Act of 1984 (VOCA) has been implemented to date. Staff involved in administering VOCA in three states described at length for us how the act was being administered in their jurisdictions and also reviewed a draft of Chapter 7: John Scepanski of the Wisconsin Office of Crime Victim Services, Elizabeth Offen of the Massachusetts Office for Victim Assistance, and John Kunkle of the Pennsylvania Commission on Crime and Delinquency.

Other experts who shared ideas with us include James H. Ahrens, private consultant; Howard A. Davidson, American Bar Association; Phyllis Ellickson, the Rand Corporation; Lucy N. Friedman, Victim Services Agency (New York City); Victoria Jaycox, Director of the Elderly Crime Prevention Project at the Eisenhower Foundation; Lisa Lerman, Center for Women Policy Studies; David Lowenberg, Pima County (Arizona) Victim Witness Program; Catherine G. Lynch, Dade County (Florida) Victim Witness Program; Colin Meredith, Abt Associates of Canada; Sterling O'Ran, California Office of Criminal Justice Planning; Robert P. Owens, Oxnard (California) Chief of Police; Robert Rich, Carnegie Mellon Institute; and Amy Singer, Middlesex County (Massachusetts) Victim Witness Service Bureau.

We are extremely thankful to the staff of the six programs we visited, all of whom gave unstintingly of their time. The program directors were Harold O. Boscovich, Jayne Crisp, Marilyn Culp, Betsy Munro, Jim Smith, and Constance Zwick. Two program directors who took over programs after our original site visits provided updates of their site's activities: Rhea Oelbaum, Director of the St. Louis County Victim Service Council, and Douglas Pike, Acting Manager of the Minneapolis/St. Paul Crime Victim Centers. Robert W. Dumond, director of the Lawrence, Massachusetts, Victim Witness Assistance Program, arranged for us to test our interview guides with his staff and gave generously of his time to answer our questions.

Virginia Baldau and Maureen O'Connor, project monitors in the National Institute of Justice, reviewed all our plans and drafts and provided constructive comments and solid guidance. Staff of the U.S. Department of Justice Office of Victims of Crime — in particular, Carol Sheridan — contributed advice in reviewing drafts of this volume. John Gregrich, U.S. Department of Justice, was instrumental on

several occasions in sharpening the project's focus.

Six secretaries at Abt Associates deciphered our multiple and messy drafts with good cheer, great speed, and considerable accuracy: Susan Nyman, Mary-Ellen Perry, Barbara Quinlan, Liz Raymondi, Kim Sullivan, and Deborah Welch. Kerry Healey expeditiously conducted the 1986 reinterviews of the 25 program directors originally contacted in 1981. Finally, we wish to single out the central role in the project

played by Deborah Carrow, our in-house supervisor at Abt Associates. She reviewed all drafts of every document, making innumerable improvements in organization, content, and style. She helped us resolve the inevitable administrative and substantive problems a project of this nature involves. Her contribution to the project design, the quality of this document, and our peace of mind were very significant. We owe her a great deal.

Chapter 1: Victim Witness Programs in Perspective

The first time I got involved with reporting a crime and testifying in court was a terrible experience. I was already upset enough when my house was robbed, but then I was also treated shabbily by the cops and DAs. I felt I never wanted to get involved with the police and prosecutors again. But last year . . . was a completely different experience. This time there was a victim witness program that calmed me down, stayed with me when I had to testify in front of the guy who beat me up, and told me when I had to come to court so I didn't have to wait around all day and lose pay. (Victim in Middlesex County, Massachusetts.)

In cities throughout the United States, victims of crime are beginning to find that the "system" *does* care about their losses and suffering. The needs of witnesses, too, are being addressed in recognition of the stress, inconvenience, and financial loss that people who observe crimes often experience.

The Effects of Victimization

Financial loss, physical suffering, and emotional distress are problems any victim of crime may experience. *Physical injuries*, requiring ongoing treatment and rehabilitation, often accompany victimization and may involve pain, disfigurement, and disability. Indeed, someone is injured in nearly one-third of all violent crimes.¹ Victims may also experience *financial losses* in the form of property destruction, loss of money and other valuables, loss of income, medical expenses, and rehabilitation costs. The average burglary results in losses to the victim of \$520 and the average larceny \$220—a considerable deprivation for those with few financial resources.²

However, it appears that *psychological stress* may be the most important consequence of victimization. Even when describing practical problems such as stolen property, medical expenses, difficulties with employers, and disruption of daily routine, three-quarters of the victims in one study presented the consequences of the crime in psychological terms.³ The shock at becoming a victim is often followed by feelings of fear, anger, shame, self-blame, helplessness, and depression which lead to immediate stress and sometimes to long-term psychological disabilities. Burglary victims may move from their homes, rape victims have high rates of divorce, and survivors of homicide attempts sometimes live for years in a state of emotional paralysis. Other victims change their lifestyles in less dramatic ways, withdrawing from activities they enjoy or taking draconic preventive measures against further victimization. Symptoms such as sleeplessness, loss of concen-

tration, and fear of being left alone, may persist long after the crime occurred. To all this may be added social stigmatization from family, friends, or neighbors who blame and shun the victim.

Crime has different effects on different victims—battered women may require temporary shelter, while poor victims may need immediate financial assistance. Most people, however, have similar *emotional* reactions to crises, and as a result most victims need comparable forms of counseling assistance. New York City's Victim Service Agency study revealed that female and elderly victims of burglary, robbery, and assault did not appear to have qualitatively different needs than men or non-elderly victims. Another study found that the incidence and intensity of crime-related problems were not even moderately associated with age, education, or revictimization, although women were more likely than men to report physical injury, problems with their family, and mental or emotional suffering.⁴

Most victims, therefore, require the same psychological assistance—a sympathetic and trained ear to help them "ventilate" fear and anger, rebuild self-esteem, cope with a new or heightened perception of vulnerability, avoid self-blame and self-recrimination, reduce feelings of shame, and relieve uncertainty about their future involvement with the criminal justice system. Without some assistance to cope with the multiple impacts of victimization, crime victims may sustain long-term psychological damage.⁵

Treatment by the Criminal Justice System

At the same time they experience the impact of a crime, victims too often endure what has been called a "second victimization"—mistreatment at the hands of the criminal justice system. Both victims and non-victim witnesses may experience distress in the following circumstances:

- Insensitive questioning by police officers.
- Police or prosecutor attitudes suggesting that the victim contributed to his or her victimization.
- Inability to learn what is happening with the case and, later, the outcome of the case.
- Delays in return of property kept as evidence, or failure to regain the property at all.
- Fear of reprisal by the defendant.
- Loss of wages for time spent testifying in court.
- Frustration and inconvenience related to waiting for court appearances or appearing in court only to have the case continued or dismissed.

- Difficulty finding parking and child care in order to come to court.
- Anxiety about testifying in open court, including hostile questions from defense attorneys.

Increasing Concern for Victims and Witnesses

During the 1970s, many individuals in the criminal justice system became concerned about the deleterious effects of the mistreatment of victims and witnesses by police, prosecutors, and judges. Studies revealed, for example, that a staggering proportion of crimes are never reported, and that one probable cause of this silence is the dread of "getting involved" with the criminal justice system. Police failures to address victims' personal problems may reduce the quality of the evidence victims provide to investigating officers—an alarming consideration, when the single most important determinant of whether a case will be solved may be information the victim supplies to patrol officers.⁶ Finally, many witnesses are so inconvenienced or distressed by their involvement with the courts, or are so afraid they will suffer reprisals from the defendant if they appear, that they fail to testify. As a result, cases are dismissed for lack of "prosecutability."⁷

At the same time that the criminal justice system began to recognize the consequences of victim and witness mistreatment by the system, several special interest groups were becoming troubled by the psychological and financial burdens that crime imposes on its victims. Women's groups, in particular, were concerned about the double trauma of rape victims, who are first assaulted by the rapist and then often handled insensitively by the criminal justice system. Other organizations began looking into the special problems of battered women and elderly victims. In 1975 and 1976, social service providers and criminal justice personnel met in Fresno, California, to create a National Organization for Victim Assistance (NOVA) to promote a victim-oriented perspective in the administration of criminal justice.

As a result of this heightened attention, there has been a marked increase in strategies designed to identify and address the needs of victims and witnesses. These strategies include mediation approaches to family and neighborhood disputes, victim compensation programs, restitution attempts, and services that address the general needs of victims and witnesses, known as "victim witness assistance programs."⁸

The Development of Victim Witness Assistance Programs

In 1974, the Law Enforcement Assistance Administration (LEAA) funded eight victim witness assistance programs through the National District Attorneys Association. Eventually, LEAA was to contribute \$50 million to victim witness

programs nationwide. During the early 1980s, however, federal funding for victim programs declined. As a result, many programs switched from federal to local government funding and simultaneously experienced a decline in total program budgets. With reduced funding, many programs had to curtail or discontinue some services (e.g., child care, security repair) and restrict others to only the most needy victims (such as the elderly).

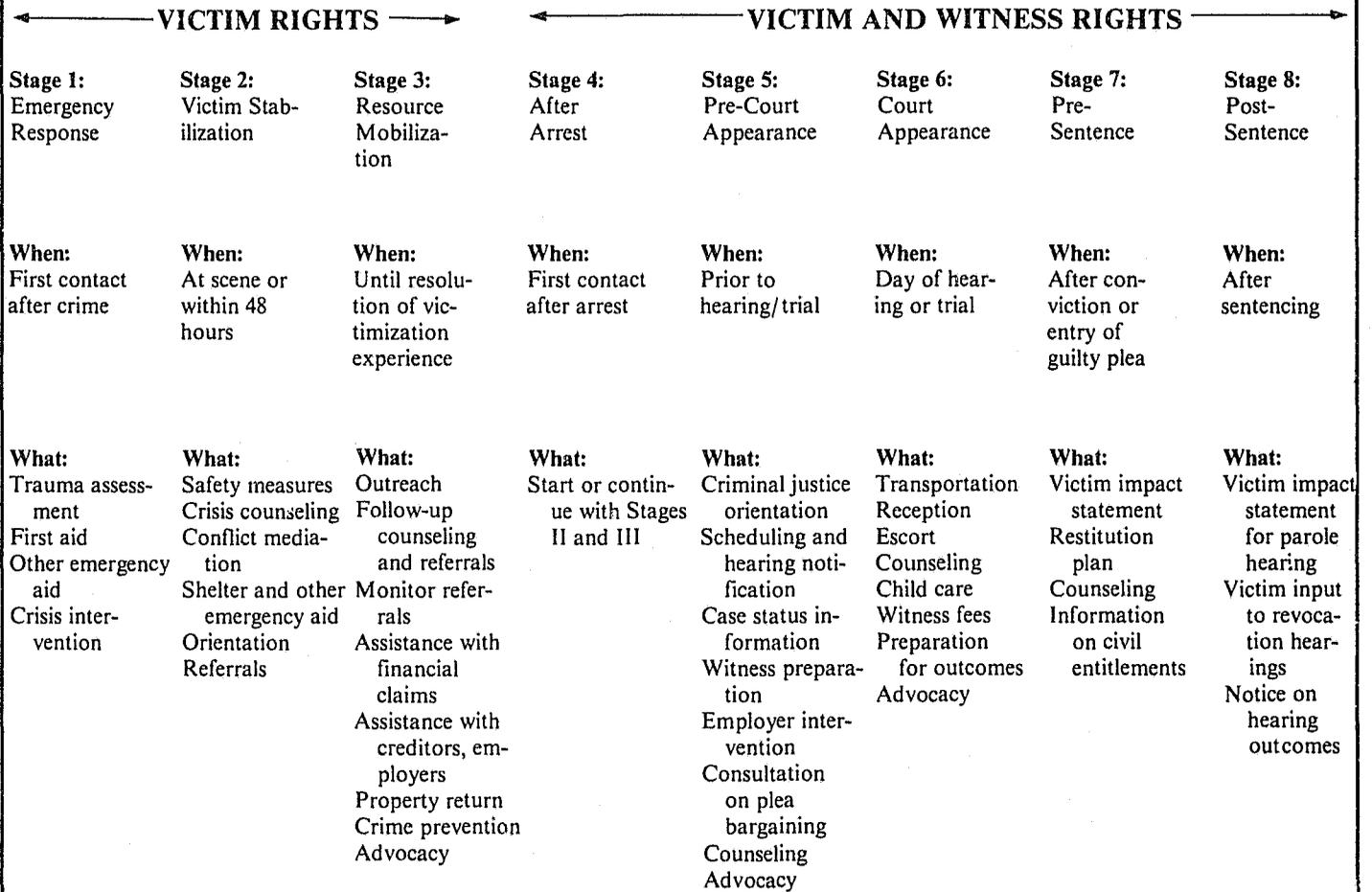
At the same time, however, the concept of providing specialized services to victims and witnesses grew significantly in the public consciousness and the minds of many police, prosecutors, and judges. One dramatic manifestation of this increased awareness was the appointment in 1982 of a Presidential Task Force on Victims of Crime to investigate the needs of victims and the most effective means for addressing them. The task force recommended that federal, state, and local governments, together with private sector organizations, undertake a series of sustained actions to improve the plight of victims, including permanent funding.⁹ In 1984, Congress implemented one of the principal recommendations of the task force when it passed the Victims of Crime Act (VOCA), which reestablished strong federal leadership in victim assistance. The act provides funding for states to allocate to qualified victim assistance programs. (See Chapter 7 for a complete discussion of the act.)

Increasingly, too, states have been funding victim witness programs on a regular basis from general revenues or by earmarking a percentage of fines on criminal offenders to such projects. Since 1980, when California became the first state to enact statewide funding for general victim services, "at least twenty-eight other states have made some provision for ensuring that general victim or victim/witness services be provided at the local level."¹⁰ Thus, while budgets in many cases decreased in the early 1980s as a result of reduced federal support, funding became increasingly secure and even increased in some jurisdictions, as programs documented their worth, state officials responded to public pressure to address victim and witness rights, and the federal government resumed a strong leadership role in the victims' rights movement.

What Do Victim Witness Programs Do?

Victim witness assistance programs provide a wide range of services to clients, from babysitting to crisis intervention. The National Organization for Victim Rights (NOVA) has divided the services that victims and witnesses may need into eight stages of the criminal justice process, from crime scene assistance to post-sentencing help. Figure 1 shows this process and the services that may be needed at each stage. The figure is helpful in associating discrete services with critical stages for many victims and witnesses. Figure 2 includes all the services in the NOVA list but rearranges them into six functional, rather than chronological, groupings.

Figure 1
The NOVA Victim Rights System¹



¹Adapted from *Campaign for Victim Rights* (Washington, D.C.: National Organization for Victim Assistance, n.d.), pp. 12-13.

Figure 2
Range and Definitions of Victim Witness Services¹

1. EMERGENCY SERVICES

- 1a. **Medical care:** first aid at the scene of the crime.
- 1b. **Shelter/food:** finding housing for victims who cannot safely remain in their current lodgings or have no place to stay, and providing food to tide them over the initial crisis period.
- 1c. **Security repair:** repairing locks, boarding up windows, and similar security measures designed to prevent immediate reburglarization of a home or apartment.
- 1d. **Financial assistance:** providing petty cash for meeting immediate needs related to transportation, food, shelter, and other necessities.
- 1e. **On-scene comfort:** providing reassurance and support at the scene of the crime and shortly thereafter.

2. COUNSELING

- 2a. **24-Hour hotline:** round-the-clock availability for providing counseling or referrals to victims who telephone with troubles.
- 2b. **Crisis Intervention:** meeting urgent emotional or physical needs of victims as they arise regardless of when they occur.
- 2c. **Follow-up counseling:** counseling by telephone, in person, or in the home after the initial victimization and for other than crisis reactions; includes providing reassurance and sympathetic listening, and advice for resolving practical problems created by the victimization experience.
- 2d. **Mediation:** assistance in resolving family disputes and neighborhood or friend disputes without resort to the criminal justice system.

3. ADVOCACY AND SUPPORT SERVICES

- 3a. **Personal advocacy:** acting on behalf of victims or witnesses to secure their rights vis-a-vis other social service agencies and the criminal justice system. Includes the individual services 3b through 3g.
- 3b. **Employer intervention:** documenting legitimacy of clients' absences or tardiness to employers and facilitating payment of wages or salary when client must come to court to testify.
- 3c. **Landlord intervention:** facilitation of postponements in payment of rent, mortgages, utility bills, and similar financial obligations.
- 3d. **Property return:** facilitating swift return of victims' property being kept by police as evidence.
- 3e. **Intimidation intervention:** providing reassurance or protection for victims and witnesses experiencing fear of reprisal.
- 3f. **Victim impact reports:** providing prosecutors and judges with descriptions of the impact of the crime on victims to assist in imposing sentencing and restitution.

ADVOCACY AND SUPPORT SERVICES (continued)

- 3g. **Legal/paralegal counsel:** providing legal advice, for example, in civil areas related to having been victimized.
- 3h. **Referral:** recommending or obtaining other sources of assistance not provided directly by the program.

4. CLAIMS ASSISTANCE

- 4a. **Insurance claims aid:** help in securing financial reimbursement for medical expenses, life insurance, and lost wages.
- 4b. **Restitution assistance:** assistance in urging prosecutors to recommend judges to impose, or probation authorities to collect, restitution.
- 4c. **Compensation assistance:** help in filling out application forms for victims of violent crime compensation in states that have this program.
- 4d. **Witness fee assistance:** help in securing any available fee for appearing in court.

5. COURT-RELATED SERVICES

- 5a. **Witness reception:** stationing and staffing a reception area in the courthouse to greet and orient victims and witnesses.
- 5b. **Court orientation:** providing information on the criminal justice system and the victim's or witness' responsibilities in court.
- 5c. **Notification:** informing witnesses by mail or phone of required upcoming court appearances.
- 5d. **Witness alert:** placing witnesses on stand-by to come into court, usually on an hour's notice by telephone if needed to testify.
- 5e. **Transportation:** transporting witnesses to and from court (and, less often, to shelters or social service agencies).
- 5f. **Child care:** providing baby-sitting services for witnesses testifying in court.
- 5g. **Escort to court:** accompanying witnesses to the courtroom and sitting with them during the proceedings.

6. SYSTEM-WIDE SERVICES

- 6a. **Public education:** informing the public at large through the media, brochures, or speeches of what they can do to minimize their risks of victimization and availability of the program.
- 6b. **Legislative advocacy:** lobbying or providing assistance (e.g., drafting legislation, providing testimony from victims and witnesses) to secure state legislation that provides or funds additional services to victims.
- 6c. **Training:** training police, prosecutors, or other human service provider groups on how to improve their handling of victims and witnesses and how to avail themselves of the program's services.

¹These categories (but not the definitions) were originally suggested, in somewhat different form, in the National Evaluation Program Phase I Assessment of Victim/Witness Assistance Projects conducted for the Law Enforcement Assistance Administration by the American Institutes for Research.

Victim witness assistance programs also engage in program planning, fund raising, legislative lobbying, establishing working relationships with the criminal justice system and other social service providers, monitoring, and evaluation. This document addresses all these aspects of initiating and maintaining a successful program.

Finally, victim witness programs prompt and assist the criminal justice system, when appropriate, to assume responsibility itself for responding to the needs of victims and witnesses. Many programs provide actual instruction and training to police, prosecutors, and judges in victim witness needs and treatment.

Responsibilities of the Criminal Justice System

Initially, the response to the needs of victims and witnesses took the form of separate programs specializing in victim witness treatment. As the victim rights movement has gained momentum, however, the criminal justice system professionals have recognized that their obligation for meeting victim witness needs extends beyond working with or even sponsoring victim witness programs. Rather, each agency in the criminal justice system is learning to be more responsive in its own daily contacts with victims and witnesses, incorporating services as part of its normal operating procedures. For example, training in crisis intervention has been added in many police academies as a standard part of recruit orientation, and some prosecutor's offices offer training on victims of crime. The Middlesex County, Massachusetts, District Attorney's office instructed its assistants that "It is the professional responsibility of every attorney in this office to be accessible, informative and helpful to victims and witnesses. Such responsibility is not intended to be delegated to the Victim Witness Services Bureau but rather assistant district attorneys and Bureau advocates work cooperatively . . ."11 Improved treatment of victims and witnesses was the subject of a recent National Judicial Conference. Among the guidelines adopted were: providing separate waiting areas for defense and prosecution witnesses, permitting a victim's advisor to remain in the courtroom, and encouraging and considering victim impact statements before sentencing.¹² The United States Attorney General also developed and issued guidelines for his offices to use in assisting victims and witnesses. All U.S. Attorneys' offices have been asked to allow victims to address the court at sentencing, consult victims of serious crimes regarding plea negotiations, and advise victims on how they can express their opinions on sentencing decisions through victim impact statements.¹³

While this volume focuses on activities by a special unit, it suggests throughout where police, prosecutors, and judges can play a significant part in providing victim witness ser-

vices and how program staff can encourage and assist them to do so. However, program staff may have to furnish these services initially itself until law enforcement officers, prosecutors, and the judiciary in the jurisdiction are ready to assume this role.

Organization and Approach

Each remaining chapter of this volume examines one major facet of victim witness program planning or operation. Chapter 2 discusses how program planners, sponsors, and directors can establish a victim witness program on a firm footing and keep it operating effectively and efficiently. Chapter 3 suggests possible alternatives to operating a victim witness program. Chapter 4 addresses issues related to how staff can develop working relationships with the criminal justice system and other human service providers. Chapter 5 tackles the problem of providing the individual services that are the core of a victim witness program. Chapter 6 treats the problem of how programs can help ensure that they will survive. The final chapter explains how the Victims of Crime Act of 1984 (VOCA) can assist states and many local programs to expand their victim assistance efforts.

Appendices provide a list of programs contacted by telephone, case studies of the sites visited for in-depth study, a list of resources for further information, and sample forms used by current programs.

Three themes underlie the presentation:

- Programs—both old and new—must *establish priorities* and then be prepared to *adjust them* as conditions change. Priorities must be clearly identified so that staff members know where to concentrate their efforts, program services are efficiently delivered, and clients and other organizations know what to expect from a program.
- A *first-rate staff* is essential. Choosing the right program director and other staff members is absolutely critical, since they must assist individuals in crisis and must display flexibility, resourcefulness, and creativity to react to the changing demands of victims and witnesses, police and prosecutors, and human service providers and politicians.
- Programs must tailor their activities—including their priorities and staffing qualifications—to *local needs*.

Footnotes

1. National Organization for Victim Assistance, *Campaign for Victim Rights/1983: A Practical Guide* (Washington, D.C.), p. 3.
2. *Ibid.*, p. 3.
3. Richard D. Knudten, Anthony Meade, Mary Knudten, and William Doerner, "Victims and Witnesses: The Impact of Crime and Their Experience with the Criminal Justice System" (Milwaukee: Marquette University Victim/Witness Project, 1976), pp. 24, 37; Kenneth Friedman, Helen Bischoff, Robert Davis, and Andrea Person, *Victims and Helpers: Reactions to Crime. Summary* (New York: Victim Services Agency, 1982), p. 6.
4. *Ibid.*, p. 17; Knudten et al., "Victims and Witnesses", p. 27.
5. Steven Schack and Robert S. Frank, "Police Service Delivery to the Elderly," 438 *Annals* 81 (July 1978): 83-94; James Garofalo and L. Paul Sutton, *Compensating Victims of Violent Crime: Potential Costs and Coverage of a National Program* (Washington, D.C.: U.S. Government Printing Office, 1977).
6. Philip H. Ennis, *Criminal Victimization in the United States: A Report of a National Survey* (Washington, D.C.: U.S. Government Printing Office, 1967); U.S. Law Enforcement Administration, *Criminal Victimization in the United States: A Comparison of the 1973 and 1974 Findings* (Washington, D.C.: U.S. Department of Justice, 1976), pp. 40-41; David A. Lowenberg, "Your Clients Will Be There Next Year. Will You?," in *Victim/Witness Programs: Human Services of the 80s*, ed., Emilio C. Viano (Washington, D.C.: Visage Press, 1980), pp. 404-410.
7. National District Attorneys Association, *Help for Victims and Witnesses: An Annual Report* (Washington, D.C.: 1976); Kathleen B. Brosi, *A Cross-City Comparison of Felony Case Processing* (Washington, D.C.: Institute for Law and Social Research, 1979), p. 20; Vera Institute of Justice, "An Impact Evaluation of the Victim/Witness Assistance Project Appearance Management Activities" (New York: 1975); Frank J. Cannavale, Jr. and William D. Falcon, *Improving Witness Cooperation. Summary Report of the District of Columbia Witness Survey and a Handbook for Witness Management* (Washington, D.C.: U.S. Department of Justice, 1976), p. 13; Kristen M. Williams, *The Role of the Victim in the Prosecution of Violent Crimes* (Washington, D.C.: Institute for Law and Social Research, 1978), p. 36; Roberta C. Cronin and Blair B. Bourque, *Assessment of Victim/Witness Assistance Projects. National Evaluation Program Phase I Report* (Washington, D.C.: U.S. Department of Justice, 1981), p. 3; American Bar Association, *Reducing Victim/Witness Intimidation: A Package* (Washington, D.C.: 1979).
8. The use of the term "program" should be viewed as a short-hand reference, because many agencies do not define their victim witness activities as programs. Further, "victim witness" is an abbreviation of the more cumbersome "victim and/or witness."
9. *President's Task Force on Victims of Crime: Final Report* (Washington, D.C.: U.S. Government Printing Office, December 1982).
10. The National Organization for Victim Assistance, *Victim Rights and Services: A Legislative Directory*, 1985 (Washington, D.C.: 1986), p. 7.
11. Amy Singer, "The Victim Witness Service Bureau: An Introduction," *Law Enforcement Newsletter* from the Office of the District Attorney for Middlesex County 2(2): 7-11.
12. Statement of Recommended Judicial Practices. Plenary Session of the National Conference of the Judiciary on the Rights of Victims of Crime, the National Judicial College, Reno, Nevada, December 2, 1983.
13. William French Smith, Memorandum, July 12, 1983.

Chapter 2: Developing and Improving the Victim Witness Assistance Program

Planning is an indispensable component of any project's activities. Sponsors want to know what a program does before giving it money. Program directors must know how many staff members to hire and what kind of staff to seek. Without adequate planning, projects may flounder in their early months— and even years—because they fail to anticipate problems and needs.

Existing programs also find it necessary to engage in periodic reassessments of their activities, to identify ways in which they can improve, and to respond to changing fiscal and political circumstances.

Program development and modification may be divided into seven principal tasks. In this chapter we discuss four of these: 1) conducting initial and periodic needs assessment, 2) formulating and redefining objectives, 3) identifying and revising target populations, and 4) selecting and re-evaluating services to provide. In the following chapter, we will address the three remaining tasks: 5) determining service location and affiliation, 6) estimating funding needs and identifying potential funding sources, and 7) recruiting and changing staff. Programs need not follow these steps in the exact order presented here. Rather, they should adopt a sequence that best accommodates their local planning constraints and opportunities.

Program Development

Sources of guidance. Programs often seek guidance from other programs. To obtain ideas for setting up its own operation, the Greenville Victim/ Witness Assistance Program culled through seventy requests for federal funding of victim witness programs. The founder of the Minneapolis/St. Paul program telephoned directors in Pima County, Arizona, and Fort Lauderdale, Florida, for advice on where to locate the program. Sponsors of the St. Louis County and Lawrence, Massachusetts, programs involved individuals who had directed victim witness programs earlier in their careers to help design these new programs.

Written materials and conferences can also assist both fledgling and established programs. The most useful documents are described in Appendix C. The annual conference sponsored by the National Organization for Victim Assistance is another excellent source of guidance.

Advisory committees can provide expert advice on starting and improving a program. They can also help identify resources in the local community and gain their support, avoid duplication of effort, and secure leads to funding sources. The Victim Service Council in St. Louis County

assembled an advisory board soon after it received first-year funding from LEAA. The board included two police chiefs, a police captain, the prosecuting attorney, and the county court administrator. Its contribution was most helpful in areas involving long-term strategy and improving relationships with the criminal justice system. Toward the end of their first year, program administrators expressed apprehension to the board about future funding; a police chief on the board suggested that they submit a three-year plan to county officials, a step which turned out to be an essential ingredient in the program's survival.

Planners and staff need to consider which resources may be most helpful at various stages of the program development. Written materials may be most valuable during the early stages of planning; advisory board contributions may be critical during the planning stages and shortly after start-up; and conferences may be most useful after a program has been in operation several months, so that staff can compare their own experience with that of other, more established programs.

Program development. Program development should be viewed as an endeavor that continues throughout the life of a project. The needs of victims may change over time, requiring different services and staff expertise. A changing political climate and funding cutbacks or increases may require adjustments in service objectives and priorities. Flexibility and creativity are two of the guiding principles in administering a victim witness program. The Victim Assistance Program in Portland, Oregon, began in 1974 with a single target group—rape victims—but later added other victims of violent crime to its mandate. A year later, funding was secured to add a restitution component, and in 1978 a grant was obtained to focus on helping battered spouses. The Witness Assistance Unit of Greenville, South Carolina, began by selecting victims on the basis of the gravity of the crime, but later switched to the criterion of victim impact, so that highest priority was assigned to rape victims and the families of homicide victims. Despite careful screening, the program took on more than it could handle and had to retrench, spending less time on domestic violence cases and less on transportation, child care, and public education.

The principal means by which programs learn whether and how to modify program goals and operations is through *periodic needs assessment*. Beginning programs, too, need to determine what is required in their community in order to establish their objectives and activities.

Needs Assessment

This task involves 1) identifying the problems victims in your jurisdiction encounter as a result of their victimization and 2) determining the extent to which these problems are currently being addressed. Figure 3 summarizes the purposes a needs assessment can serve and the procedures for conducting one.

Ideally, programs should conduct a needs assessment as the first step in the program planning, but few programs do so. Past programs were often assured of funding from public sources and were impatient to get the project up and running. Nevertheless, the literature always stresses the importance of beginning with a needs assessment, and for good reason.¹ Programs that omit this step often waste considerable effort directing services at clients with relatively minor problems while neglecting those with serious problems. Or they begin by providing some services that are largely unnecessary while neglecting others that are badly needed, relying on trial and error to indicate what the service mix should be. These ad hoc adjustments occur at the expense of a program's clients. Failure to assist the victims and witnesses in greatest need, with the help they most want, can be politically harmful to the program if funding authorities and other sources of support become concerned by its lack of initial achievement. Thus, an early needs assessment can accomplish a number of important purposes.

Reasons for assessing needs. There are five compelling reasons for needs assessment, whether as the initial planning step or as an ongoing activity:

1. *Identify the specific needs of victims and witnesses in the jurisdiction.* The Alameda County Victim Witness Assistance Program learned through a survey that nearly 30 percent of victims whose stolen property was recovered by police never had it returned by the courts. Victim Witness Services in Milwaukee discovered that nearly 45 percent of the victims it surveyed had difficulty finding transportation to the courthouse.²
2. *Determine whether these needs are being met—or could be met—by other human service providers in the community, and establish program ties where this is the case.* The Greenville Victim/Witness Assistance Unit knew that an existing Rape Crisis Council was effectively caring for victims of sexual assault at the scene of the crime, making it unnecessary for the program to provide immediate crisis counseling.
3. *Learn about the needs of other agencies dealing with victims and witnesses.* The Victim/Witness Assistance Program in Lawrence, Massachusetts,

examined the causes for case dismissal in Essex County to learn whether lack of witness cooperation was a factor in dropping cases and whether to target its services to improving witness appearance rates.

4. *Generate information for selling the program to potential and current sources of funding.* Victim Witness Services in Milwaukee surveyed victims and witnesses while preparing its grant application. Program planners were able to report that 38 percent of the first-time victims they interviewed said that, if they became victims of another crime, they would respond less cooperatively with police and prosecutors because of the manner in which they had been treated by the criminal justice system. Alameda County program planners found that their needs assessment convinced prosecutors of the potential value of the program's services. Initially, district attorneys felt that the program would be a waste of federal funds; however, after a survey revealed that victims' biggest complaint was lack of notification of case outcome, some attorneys began to see the project's value for increasing witness cooperation.³
5. *Highlight areas in which existing programs need improvement.* New York's Victim Services Agency found from a survey that witnesses needed social services as well as assistance in court attendance. As a result, the program shifted some of its efforts from witness management to victim services.⁴

Individual programs may not be alone in finding it valuable to conduct a needs assessment. Already, some states have conducted state-wide needs assessments in order to decide which programs should be funded under the Victims of Crime Act of 1984. Examples of state-level needs assessments are presented in Chapter 7.

Conducting a needs assessment need not be costly or time-consuming for an individual program. The techniques described below vary in cost and require minimal time, but each can generate valuable and reliable information.

Survey victims and witnesses.⁵ In order to obtain systematic information, program staff must develop a questionnaire, which might include questions such as the following:

- Type of crime or other victimization (assault, suicide in family, purse snatching, etc.).
- Immediate and long-term emotional impacts (fear, anger, guilt, and physiological disturbances such as nausea, headaches, and insomnia).
- Immediate and lasting physical injury.

Figure 3
Summary of Uses, Purposes, and Procedures
for Conducting Needs Assessment

1. Identifies needs of victims and witnesses specific to program jurisdiction
2. Reveals whether needs are already being met and, if so, by whom and to what extent
3. Enables program to learn about needs of other agencies in dealing with victims and witnesses
4. Generates information which can be used as selling points for support and funding
5. Highlights areas in which existing victim witness programs may need improvement

Sources of Information

- Survey victims and witnesses

- Interview criminal justice agency officials and staff

- Interview social service agencies and other potential supporters or service providers (e.g., churches, charities, major employers)

- Examine local crime statistics

Steps to Obtain Information

- a. Identify random sample using police or court records
- b. Design questionnaire
- c. Contact respondents by mail, phone, or in person

- a. Conduct face-to-face interviews, asking open-ended questions
- b. Start with supervisors and administrators, directors and staff
- c. Obtain permission to talk to other staff

- a. Examine Uniform Crime Report (UCR) data for the jurisdiction
- b. Contact law enforcement agencies to confirm and supplement UCR data

Tips

- Keep the survey brief to minimize burden on staff and respondents and to facilitate tabulating and comparing answers

- Include line and direct service personnel, and special investigators and prosecutors

- Ongoing programs can update information on continuing availability and services of local resources

- Try to observe multi-year trends in crimes

- Financial losses (medical costs, wages, lock repair) and whether and how these were or will be recovered (insurance, restitution, borrowing).
- Experience with police and courts (how treated; delays).
- Need for assistance in overcoming problems created by the crime (counseling, emergency repair, short-term financial assistance, property return, transportation to court).
- Awareness of existing service agencies, and use of and satisfaction with their services.
- Availability and helpfulness of informal networks of support (family, friends, neighbors).
- Future intentions with regard to reporting crime or taking crime prevention measures.

It is also useful to include questions about *severity* of problems so that services are targeted to the most pressing client needs. Some widespread difficulties may be relatively trivial (e.g., finding parking at the courthouse), while others may be infrequent but devastating (e.g., permanent physical damage). Demographic data may also be gathered—such as the victims' and witnesses' sex, age, income, marital status, education, employment status, and whether renter or home owner—but care should be exercised to avoid offending groups that may misunderstand the purpose of such information. Demographic information can be useful in anticipating victims' and witnesses' need for temporary shelter, emergency repair, financial assistance, and translation services.

Appendix D provides a sample needs assessment questionnaire developed for use in Richmond, British Columbia. A questionnaire may be much shorter than this illustrative example and still provide useful information. In addition, the number of victims and witnesses who are interviewed can be adjusted to reflect staff resources available to administer the questionnaire and analyze the results.

Victims and witnesses can be identified through police and court records. (Relying only on court records, however, misses individuals whose cases have not been charged.) To the extent possible, victims and witnesses should be selected randomly. In addition, the program should employ stratified sampling to ensure that victims of each major type of crime—rape, homicide (for family members), assault and battery, and major property crimes—and victims representing different ethnic and demographic groups are included. Programs may wish to consult with a professional survey design expert to identify whom to interview.

Planners for Minneapolis/St. Paul's Crime Victim Centers telephoned 451 victims and witnesses to determine needs for services, selecting individuals on a random basis from victims who had reported crimes to the police during a three

month period before the program began and again nine months after the centers opened. New York City's Victim Services Agency conducted a mid-course assessment to discover ways to improve its service delivery. Staff interviewed 274 recent victims from a pool of 1,919 police complaint reports. A follow-up interview was conducted with 182 of the victims to assess their needs four months after they had been victimized.⁶ These examples illustrate the importance of conducting needs assessments not only before but also after a program is underway, and periodically thereafter, to ensure that victim and witness needs are being adequately met.

When conducting needs assessments, the program can contact victims and witnesses by mail, by telephone, or in person. Each approach may be used by itself or in conjunction with one or both of the other approaches. The advantages and disadvantages of each are presented in Figure 4. Programs planning to telephone or visit victims and witnesses may find it helpful to send letters advising them of the survey in advance, to avoid surprise and the resistance it can arouse.

Interview criminal justice officials and staff. Talking with police officers, prosecutors, and judges can provide information on not only the needs of victims and witnesses but also on how criminal justice agencies can best participate in the effort to improve the treatment of crime victims. In general, it is a good idea to interview both agency administrators and the staff—for example, the chief prosecutor and the deputy prosecutors, or the police chief and investigators and patrol officers. The program director for the Alameda County Victim Witness Assistance Program discovered from police property clerks that they were experiencing considerable difficulty storing all the property assigned to them—a problem of which police administrators were unaware. The director secured the clerks' and then the chief's support for a system of photographing evidence in lieu of storing it, which benefited victims and police alike.

It is also important to interview police investigators and prosecutors responsible for cases involving homicide, burglary, and sexual assault (including child molestation and incest), who know the needs of victims of these crimes and whose cooperation is especially important for helping these types of victims.

Questions for criminal justice personnel fall into four categories:

- Police and prosecutor perceptions of victim and witness needs.
- Problems police and prosecutors experience working with victims and witnesses, and whether and how a victim witness program can help criminal justice system actors execute their responsibilities.

Figure 4
Advantages and Disadvantages of Assessing
Victim and Witness Needs by Mail, Telephone, and In-Person

	Advantages		Disadvantages
mail	<ul style="list-style-type: none"> • requires comparatively little staff time 	mail	<ul style="list-style-type: none"> • requires large sample (200-500) because some people fail to return questionnaires and some falsify their responses
telephone	<ul style="list-style-type: none"> • inexpensive (assuming flat rate for unlimited local calls) • good response rate (25-50 completed interviews will suffice) • produces more candid responses than mail surveys • permits probing for further information in areas of special interest • permits probing for further information in areas of special interest 	telephone	<ul style="list-style-type: none"> • moderately expensive (duplication and postage may run \$200-\$300) • requires fair amount of staff time • expensive (if interviewers are hired)
in-person	<ul style="list-style-type: none"> • good response rate (25-50 completed interviews will suffice) • produces candid responses with skilled interviewers 	in-person	<ul style="list-style-type: none"> • time consuming (if staff conduct interviews) • respondents tend to feel more reluctant to talk to interviewers in-person than over the phone

- Which agency (if there is a real choice in the matter) would be a good place to house a victim assistance program, and who should sponsor it.
- Whether and how the respondent's agency can refer victims and witnesses to the program.

Interview social service agency staff. Program planners need to identify all social service agencies in the community that are serving or can help victims and witnesses. Interviews with their staff should be designed to learn 1) what services are already effectively provided to victims, so that the victim witness program can avoid duplication, and 2) whether and when these agencies will help referrals from the victim witness assistance program. In this manner, the needs assessment serves both to identify service needs and establish program linkages. A list of potentially relevant agencies and organizations, and the role of each, may be found in Chapter 4.

Where possible, the director of each agency or group should be interviewed, as well as one or two staff members who may have more direct experience with service delivery and

who may be in a better position to act as a liaison between the program and the agency. As with police and prosecutors, in-person interviews are the most effective means of talking with human service delivery personnel. Topic areas include the following:

- Their perceptions of the needs of victims and witnesses.
- Difficulties they have experienced, in terms both of troublesome clients and problems working with the criminal justice system.
- What kinds of services they offer or would be willing to offer to benefit victims and witnesses.
- Whether they will accept referrals from a victim witness assistance program, and how many they can handle.
- What eligibility criteria they have for referrals and what fees they charge, if any.
- How they wish referrals to be handled, and what kind of follow-up they would like.

- Whether they want to refer victims and witnesses to the program, and how many they are likely to refer.
- Their opinions regarding the best possible location and sponsor for a victim witness assistance program (if planners have some flexibility in the decision).

Appendix E provides a sample questionnaire developed by the St. Louis County Victim Service Council for social service organizations.

Existing victim assistance programs can interview human service provider staff to update previously collected information. Social service agencies may be aware of important information about changing victim needs. In addition, some agencies' services and needs may change over time, requiring alterations in the victim witness program's referrals to these services and modifications in the services it offers.

Examine criminal justice data sources. Finally, program planners and directors can secure data about specific crimes in the community from police, prosecutors, and local officials and examine the data for clues regarding victim services. Other useful data might include:

- Proportion of cases' charges withdrawn because of witness non-attendance.
- Proportion of cases in which restitution is ordered and collected.
- Proportion of injured victims eligible and applying for crime victim compensation.
- Number of home security checks conducted by police.
- Proportion of cases in which charges are withdrawn by victims.

This information can suggest activities a new program should undertake or that an existing program should modify. For example, high rates of witness non-attendance may point to the value of a witness management component. The information can also be used as a baseline against which to make comparisons after the program has been in operation for a while.

In addition to local statistics, findings of national and state studies regarding victims' needs can also be useful. (See Appendix C for selected national studies and Chapter 7 for examples of state studies.)

Formulating and Redefining Objectives

Program objectives should flow naturally from the needs assessment and (if already conducted) from the identification of target groups and determination of service location, program sponsor, and funding sources. Objectives set forth what the program plans to *do* to meet the needs of victims

and witnesses revealed in the needs assessment. As noted above, the Alameda County Victim Witness Program learned from its needs assessment that victims had difficulty obtaining property kept as evidence and in finding out the status and outcome of their cases. The program therefore included among its objectives both prompt property return and keeping victims and witnesses informed about the status of their cases.

In addition, sponsor desires and funding levels also influence the selection of objectives. For example, many programs operated by district attorney offices include witness management as a primary objective in response to prosecutor concerns with witness appearance in court.

A summary of the uses of objectives, along with several sample objectives and tips for formulating objectives, may be found in Figure 5.

Purposes for establishing objectives. Planners sometimes avoid or delay this task because objectives seem obvious or superfluous, because the task requires thought and care, because explicit objectives might inhibit change, or because the planners are reluctant to state their true goals. It is important to establish objectives early in the planning process, however, for several reasons:

- Explicit objectives give other groups, including victims and witnesses, a picture of what to expect from the program and enable them to cooperate with it in an effective manner.
- Specifying objectives encourages staff to focus their efforts on activities which will accomplish the program's ends. Consensus on program objectives helps avoid inconsistent, conflicting, and superfluous activity.
- Evaluating program success is impossible unless a program's expectations have been identified.
- Clear objectives will impress potential funding sources with the program's seriousness and careful planning.

Objectives should be regarded as provisional and subject to modification as experience, further needs assessments, and evaluations indicate the need to change course. The Pima County, Arizona, Victim/Witness Program included among its original goals "increasing the willingness of victims and witnesses to cooperate with police and prosecutors after a crime has been reported." The program abandoned this goal when program priorities changed and early attempts at documenting "willingness" proved futile.⁷

Tips for establishing objectives. Experienced program staff recommended several approaches that facilitate establishing and modifying objectives.

- Establish the extent to which staff will devote time to *community-at-large goals*, such as

Figure 5
Uses for Objectives and Tips for Establishing Objectives

Uses for Objectives	Sample Objectives	Tips
<ul style="list-style-type: none"> • Articulate program's course of action for others, clarifying expectations • Help staff focus activities • Help program assess how successful it has been in meeting expectations • Provide potential funding sources with evidence of program's seriousness and careful planning 	<ul style="list-style-type: none"> • Return property as quickly as possible to victims • Encourage victims to become witnesses in criminal prosecutions • Utilize and coordinate existing community resources; encourage the development of services not already provided • Be available for on-the-scene counseling • Notify 25,000 victims and police officers of the outcome of their cases and thank them for their assistance 	<ul style="list-style-type: none"> • Make clear how helping victims and witnesses also benefits the criminal justice system • Postpone community-at-large goals • Start small • Be specific

increasing awareness of crime prevention techniques or promoting legislation to improve the plight of victims and witnesses. Many programs add these objectives after they have been in existence several months or even years; others have reduced their emphasis in these areas when funding cutbacks required a choice between activities designed to promote long-term benefits and activities providing direct service delivery.

- Decide how *limited or comprehensive* the program will be. Programs will vary in scope depending on whether 1) they help both clients and the criminal justice or social service system, 2) they seek to achieve community-at-large goals or only direct client assistance objectives, and 3) they serve both victims and witnesses. In general, it is best to start small and begin with modest goals.
- Remember that the more *operationally defined* a program's objectives are, the more useful they will be as measures of achievement, statements of purpose, and guidelines for staff. Vague statements like "to promote improved relationships between the police, courts, youth and adult services and the general public" contrast sharply with the following objective of the Portland program: "To notify 25,000 victims and police officers of the outcome of their case and to thank them for their assistance."

Identifying and Revising Target Population

Planners need to establish priorities among target groups, either before the program begins operations or not long thereafter, because limited resources will probably make it impossible for the staff to assist all the victims and witnesses who need help. An explicit policy, identifying target groups which the program feels merit assured attention, will ensure that these individuals do not "slip through the cracks." (It is important to note that programs rarely *refuse* to help a victim who telephones, walks in the door, or has been referred by police, prosecutors, or other agencies. The choices programs face are whether to *initiate* contact and *how much time* to spend with certain categories of victims.) Program planners and staff may be guided by a number of considerations in selecting target groups, as outlined in Figure 6.

General guidelines for selection. Certainly, the *needs assessment* should help determine how a new program selects its target audiences. For example, the Minneapolis/St. Paul program initially provided few services to witnesses in Minneapolis, where there was a victim witness assistance unit in the prosecutor's office, but substantial services to witnesses in St. Paul, which had no such unit.

The *local context* can influence the selection of target groups in a number of ways. Planners, and the staff in ongoing programs, need to be sensitive to special interest groups in the community, and to select types of client for priority that, where necessary or appropriate, meet the concerns of these

Figure 6 Selecting and Revising Target Groups

Usefulness of Specifying Target Groups

- Focuses limited resources
- Establishes which group to initiate contact with
- Ensures that needy victims and witnesses are served

Guidelines for Selection

- General Considerations
 - Results of needs assessment
 - Local political context
 - Subjective value judgments
- Specific Criteria
 - Type of offense
 - violent crimes
 - homicide
 - rape
 - aggravated assault
 - domestic violence
 - child molestation
 - threats/harassment
 - property crimes
 - Client Characteristics
 - age (elderly, children)
 - handicapped
 - witnesses
 - Case Status
 - crime unreported
 - reported to police
 - filed for prosecution
 - prosecuted

groups. Funding constraints are also part of the local political context.

Normally, planners and staff must make subjective *value judgments* regarding their priorities for serving victims and witnesses. If staff limitations require a program to choose between devoting major resources to victims of child molestation *or* to battered spouses, and neither the needs assessment *nor* the concerns of the community points to a clear-cut preference between the groups, then program planners and staff must rely on their own estimation of need and the availability of other appropriate resources in the community to decide which group merits priority treatment. Several programs have developed a priority scale so that victims or witnesses in categories A and B will be helped initially; as the staff gains experience and becomes more productive, category C will be added; and if a volunteer component is installed, clients in categories D and E will be served.⁸

Specific guidelines for selection. Planners and staff can also consider type of offense, client characteristics, and case status in determining what target populations to serve. In terms of *offense categories*, most programs give priority to victims of violent crimes, because of the physical impact on the victim and the emotional travail which typically results. Homicide, rape, aggravated assault, domestic violence, and child sexual assault are offense categories that programs typically seek to address. Thus, all six of our site programs target rape victims as a high priority; a similar emphasis was found among the twenty projects visited as part of the National Evaluation Program assessment.⁹ Four of the programs we visited included spouses and children of homicide victims among their highest priorities.

Property crimes are generally not high priority categories for victim witness assistance programs. However, Crime Victim Centers in Minneapolis/St. Paul believes that the impact of property crimes is underestimated, particularly for

victims who live alone, and the program regularly provides services to victims of burglary as well as to victims of violent crime. For example, program staff and volunteers help operate an independent Victim-Offender Reconciliation Project that mediates restitution agreements between burglars and their victims. The program's mobile unit also visits the homes of elderly burglary victims to temporarily board up broken windows or secure damaged doors.

A second identifying feature for selecting client groups is *client characteristics*, independent of the crime involved. Certain types of victims—such as the elderly, children, and the handicapped—may experience the effects of victimization more severely than other groups, or may not be receiving adequate assistance from human service providers in the community. For example, many programs place a priority on helping elderly victims, recognizing that the emotional and financial impact of even minor crimes is often greater for this group than for younger victims.

Another client group is witnesses. Most programs provide some witness-related services, both to their clients who are victims and to witnesses referred by prosecutors for special assistance. Programs must also decide whether they will target witnesses in general as a priority. Many programs (typically those sponsored by District Attorneys) provide services to all civilian witnesses, whether or not they are victims. In addition to court-related services from which many witnesses can benefit, studies have suggested that a surprising number of witnesses are subjected to intimidation and need help dealing with fears of reprisal.¹⁰ Witnesses also frequently experience stress from having witnessed the crime, and need reassurance about the naturalness of their reactions and an opportunity to share them.

Some programs target police officers for assistance. Typically, they place police witnesses on stand-by notice, so the officers can avoid waiting long periods in court or showing up only to have a case continued or dismissed. This service saves the community overtime pay associated with these delays.

Finally, programs may choose target groups on the basis of *case status*. That is, a program may provide assistance to all victims, regardless of whether they report the crime; only victims who report the crime; only victims who report the crime and whose case is charged; or only victims whose case is prosecuted (not dismissed).

A decision to limit services to those who report the crime may reflect lack of access to non-reporting victims or a reluctance to devote staff time to individuals who have been victimized but do not attempt to bring the offender to justice.¹¹ To some extent, a program's ability to select clients on the basis of case status is determined by its location or sponsor. Among programs which assist victims regardless of whether they have reported a crime, Crime Victim Centers

in Minneapolis/St. Paul has four storefront offices where victims can walk in for assistance, and the Victim Service Council in St. Louis County is a non-profit organization which receives funding directly from the county. Thus, planners who wish to assist victims regardless of whether they report a crime should carefully consider where they will house the program and who will sponsor it.

Periodic re-examination of target groups. To ensure over time that victims and witnesses are securing appropriate attention, programs can periodically re-examine their target groups. An infusion of additional funds may also create a need to see whether new target groups can be added to a program's existing clientele. For example, some programs that had previously assisted only battered spouses have, with funding from the federal Victims of Crime Act of 1984 (see Chapter 7), been able to add staff who can serve general victims. Programs can reassess client categories formally, by means of an ongoing needs assessment, or informally, by being sensitive to the needs expressed in the local press, in complaints of current clients, and in talks with criminal justice and social service system personnel.

Some established programs have found it valuable to consider serving two groups they had not anticipated assisting: individuals who are victims of a misfortune that is not a crime, and those who may have participated in the crime in which they claim victimization. Many programs, particularly in their first several months, help people (survivors of suicide attempts, runaways, disoriented individuals, and families of homicide victims) who are not themselves victims of crimes. Many programs at least initially respond to requests from police for assistance with these individuals in order to establish credibility with police in exchange for more appropriate referrals later on.¹²

Deciding whether to assist victims who may be at least partially culpable has proven troublesome for some programs. Staff members sometimes avoid these clients because helping them exceeds the program's mandate to assist "victims" or conflicts with the goals of the sponsoring agency. Bar-room assaults, and rapes in which a woman reports having been sexually assaulted by her boyfriend, are sometimes assigned to this nebulous category. Staff members should review police reports or charge sheets and, when possible, talk with victims themselves, since police officers' and prosecutors' judgments of which victims share responsibility for victimization may prove to be erroneous or irrelevant for deciding whom to help.

Selecting and Re-evaluating Services Mix¹³

There are two ways for planners to decide which services to provide, and for current staff to decide how to modify their service mix. The first approach is to review the services victim witness programs across the country provide. The second approach is to implement a step-by-step service

Table 1
Percentage of 25 Programs Providing Specific Victim Witness Services
in 1982 and 1986¹

Services	Programs Contacted in 1982 (N = 25)	Programs Contacted in 1986 (N = 25)
EMERGENCY SERVICES		
1 Medical care	8%	8%
2 Shelter or food	20%	32%
3 Security repair	32%	40%
4 Financial assistance	44%	44%
5 On-scene comfort	NA ^a	52%
COUNSELING		
6 24-hour hotline	16%	28%
7 Crisis intervention	88% ^b	76%
8 Follow-up counseling	88%	80%
9 Mediation	56%	44%
ADVOCACY AND SUPPORT SERVICES		
10 Personal advocacy	92%	92%
11 Employer intervention	96%	96%
12 Landlord intervention	NA ^a	88%
13 Property return	56%	96%
14 Intimidation protection	NA ^a	76%
15 Legal/paralegal counsel	44%	44%
16 Referral	100%	100%
CLAIMS ASSISTANCE		
17 Insurance claims aid	68%	48%
18 Restitution assistance	84%	88%
19 Compensation assistance	60%	96%
20 Witness fee assistance	60%	80%
COURT-RELATED SERVICES		
21 Witness reception	68%	76%
22 Court orientation	88%	92%
23 Notification	72%	84%
24 Witness alert	68%	68%
25 Transportation	88%	84%
26 Child care	72%	68%
27 Escort to court	88%	100%
28 Victim impact reports	64%	72%
SYSTEM-WIDE SERVICES		
29 Public education	84%	92%
30 Legislative advocacy	76%	84%
31 Training	44%	92%

¹See the preface for a description of the 25-program survey conducted for this study.

^aRespondents were not asked whether they provided this service.

^bThirty-six percent of these programs provided 24-hour crisis intervention services only for rape victims.

selection procedure which reflects conditions in the local community.

Overview of victim witness services. Chapter 1 presented a list of services that victim witness programs may provide. Table 1 shows how many of the twenty-five programs contacted in the 1982 and 1986 telephone surveys for this study provide each of these services. As the table indicates, most programs provide many of the same services. More than three-quarters of the programs provide the following fifteen services:

- Crisis intervention
- Follow-up counseling
- Personal advocacy
- Employer and landlord intervention
- Property return
- Intimidation protection
- Referral
- Restitution, compensation, and witness fee assistance
- Witness reception
- Court orientation
- Court appearance notification
- Transportation
- Escort to court
- Public education and legislative advocacy
- Training

(A few interesting changes occurred in service delivery between the two surveys. Overall, many more services were being offered in 1986 than in 1982: Thirteen services were being provided more often, and only four were being furnished less frequently. The services which increased most dramatically were property return, compensation and witness fee assistance, and training. All but one of the services that declined involved counseling—crisis intervention, follow-up counseling, and mediation.)

Programs often find that the services which are time consuming on a per-client basis (such as witness escort and transportation) are not necessarily those on which staff members actually spend the largest proportion of their time. Crisis intervention or witness notification may require only a few minutes, but these services may be furnished so often that cumulatively more staff time is spent on them. It is therefore instructive to know not only what the most commonly provided services are, but also how much staff time is devoted to furnishing them. Figure 7 indicates the rank order of the 12 most time-consuming services in the 25 contact programs; as the figure shows, staff in most of the programs devote more time to crisis intervention, personal

advocacy, and counseling than to any other services. Figure 7 also indicates that, in a number of the programs, three court-related services—witness escort, notification or alert, and court orientation—required significant amounts of time. Some services which the vast majority of programs provide, such as employer intervention, transportation, property return, and public education, consume relatively little staff time.

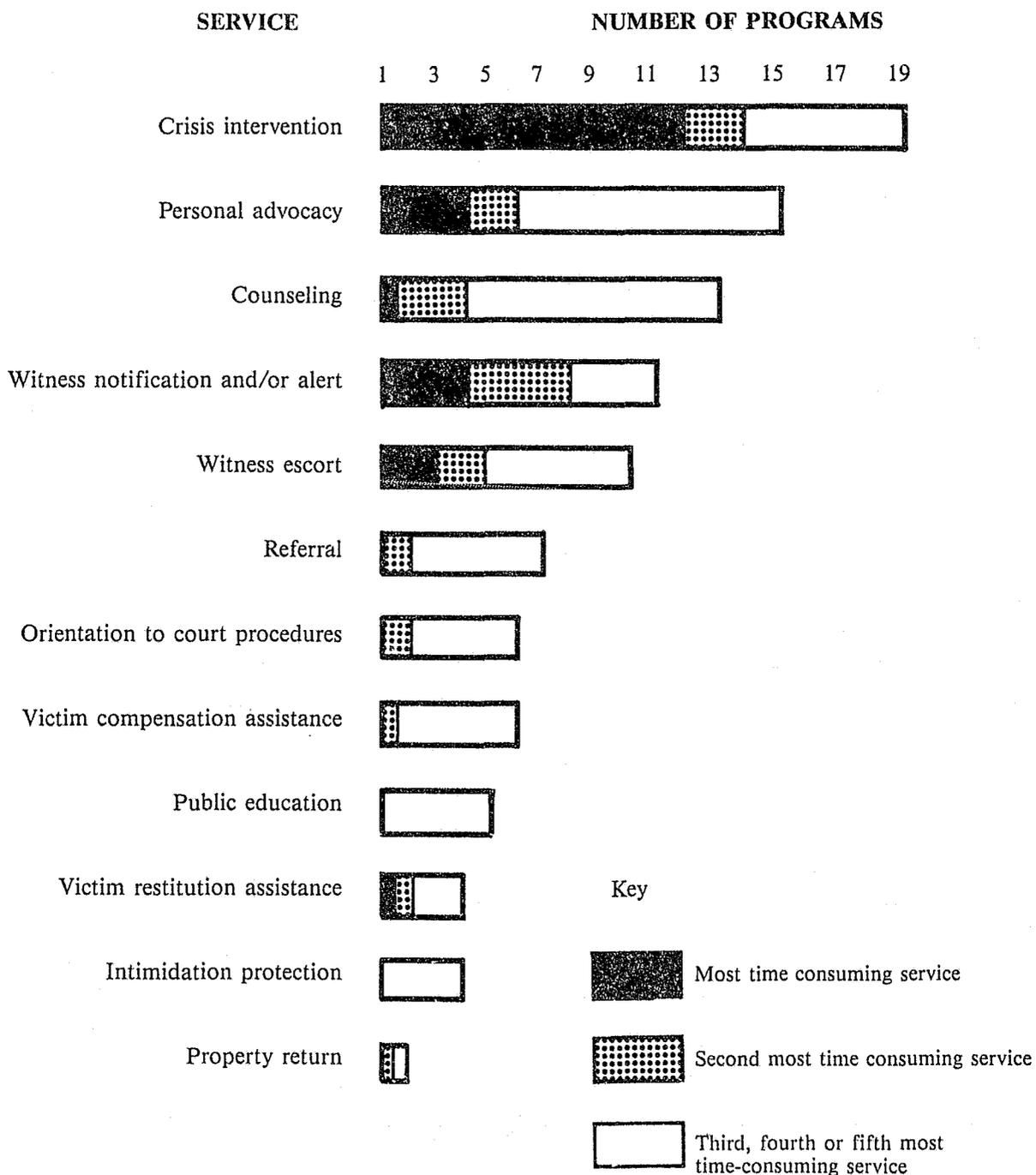
A third perspective from which to examine service selection is how important the services are in meeting clients' needs. Table 2 shows the services four different surveys found to be most important in terms of providing the greatest benefit to the largest number of clients. All four studies found that crisis intervention and follow-up counseling were very important services; three studies identified intimidation protection as important. No other service was cited as important by more than two of the studies.

Taken together, the findings discussed above suggest that there is a common core of essential services—particularly crisis intervention and follow-up counseling—that should be considered a high priority focus for any victim witness assistance program. Beyond this core, programs must decide for themselves which services are most necessary in their jurisdiction. The following section suggests how to make this determination.

Procedures for selecting and modifying service mix. How programs identify services to furnish varies considerably. The Alameda County program found from its needs assessment that expedited property return procedures and case disposition notification were the most urgent victim needs, and the staff began by concentrating on meeting these two needs. Over time, the program added other services as it added personnel, selecting services based on informal staff perceptions of recurring needs among the victims and witnesses they were already assisting. By contrast, Crime Victim Centers in Minneapolis/St. Paul was mandated by the state to provide specific services as part of its funding conditions. These services included 24-hour on-scene crisis intervention, transportation, financial assistance, public education, and system advocacy.

In the long run, programs that use arbitrary or informal methods for selecting a service mix nevertheless also succeed in identifying effective ways of helping victims and witnesses. However, there is a straightforward process for determining which services a new program should provide. This procedure, while retaining the flexibility to add and discard services as needed, introduces a structure into the selection process that can assist the program to identify the best possible service mix more quickly and with less wasted time and effort than the usual ad hoc approach. Existing programs can also use the procedure for assessing their current mix of services.

Figure 7
Rank Order of 12 Most Time Consuming Services
in 25 Programs in 1986¹



¹See the preface for a description of the 25-program survey conducted for this study.

Table 2
Expert Estimations of Most Important Victim Witness Services¹

	Number of studies concluding service is essential or of major importance		Number of studies concluding service is essential or of major importance
crisis intervention	4	compensation assistance	1
follow-up counseling	4	transportation	1
intimidation protection	3	escort to court	1
financial assistance	2	medical care	0
on-scene comfort	2	shelter/food	0
referral	2	24-hour hotline	0
restitution assistance	2	mediation	0
court orientation	2	employer intervention	0
notification	2	property return	0
witness alert	2	witness fee assistance	0
security repair	1	witness reception	0
personal advocacy	1	child care	0
landlord intervention	1		
legal/paralegal counsel	1		
insurance claims aid	1		

¹These data are taken from four studies: The telephone contacts conducted for this report in 1986; Richard C. Knudten et al., "Victims and Witnesses: The Impact of Crime and Their Experience with the Criminal Justice System (Milwaukee: Marquette University Victim/Witness Project, 1976), pp. 24-31; Battelle Law and Justice Study Center, "Program Review: National District Attorneys Association Commission on Victim Witness Assistance (Chicago: National District Attorneys Association, 1978), pp. 33-34; and Friedman et al., *Victims and Helpers: Reactions to Crime* (Washington, D.C.: U.S. Department of Justice, May 1982), p. 9. The data are not strictly comparable, since the researchers asked their questions in different ways, and since some responses are based on interviews with program staff and other responses are based on interviews with victims and witnesses.

Figure 8 presents the first six of seven operations involved in selecting or modifying services; all seven steps are explained below.

1. **Step One.** *List the victim and witness problems identified in the needs assessment.* Column 1 in Figure 8 lists the major problems identified in a variety of surveys. Program planners and staff can determine which of the problems included in this column are experienced by victims and witnesses in their community. (Planners and staff may wish to distinguish between those problems that many victims and witnesses experience—incidence—and those problems which victims and witnesses experience as serious—intensity.)
2. **Step Two.** *Identify which services will address each problem.* In some cases, only one service is appropriate for a given problem (property return for dealing with victims' possessions being kept as evidence). In other cases, several services can all help resolve a problem (fear of the criminal justice system can be reduced by court orientation, witness reception, escort services, and public education). The second column in Figure 8 shows which services can alleviate the various problems identified in the surveys.
3. **Step Three.** *Identify services already being provided effectively.* These services can then be excluded as a responsibility of the victim witness program. In addition, program planners and staff need to consider the extent to which informal support networks, such as family members, friends, and neighbors, are capable of providing some of the services a victim witness program would otherwise have to furnish. However, reliance on these individuals should be tempered by evidence that helpers from an informal network themselves may experience considerable stress and financial burdens trying to meet the needs of victims.¹⁴ Column 3 in Figure 8 indicates whether any of the potential services may be available through other resources.
4. **Step Four.** *Identify which services will most significantly, or most visibly, meet the needs of the criminal justice system as well as the needs of victims and witnesses.* Column 4 in Figure 8 indicates cases in which serving victim needs assists police and prosecutors.
5. **Step Five.** *Identify which services will meet the needs of any target groups singled out for priority assistance.* Providing transportation services assists not only witnesses without the means to get to court but also battered women who need transportation to stay with a friend or enter a

shelter. Column 5 in Figure 8 lists the special target groups that may benefit from meeting each of the needs identified.

6. **Step Six.** *Record the cost or amount of time required to provide each service on a per client basis.* Keep in mind that new staff will eventually be able to perform many services much more productively as they gain experience. In column 6 of Figure 8, services are labeled as Expensive (E), moderately expensive (M), or inexpensive (I). (Chapter 3 provides additional indications of the relative costs for services.) Because a single need can often be met by more than one service, program planners and staff have some flexibility in substituting less expensive services for higher priced ones if they are constrained by limited resources.

Once they have displayed this information clearly in chart form, program planners and staff can take the seventh and final step in selecting services to provide, that of *balancing the sometimes conflicting considerations of:*

- Meeting frequent and serious victim and witness needs;
- Including victim services that simultaneously provide the maximum possible benefit to the criminal justice system;
- Selecting services that focus on the needs of the program's high priority target groups; and
- Identifying services that can be furnished with the funding the program expects to have available.¹⁵

There is no simple—or even complex—formula for weighing these four considerations and coming up with a “correct” mix of services. Subjectivity and a certain amount of guesswork are inevitable. The goal is to inject as much rationality as possible into the process of selecting services so that the program is able to offer the maximum benefit to the greatest number of victims and witnesses and still remain viable.

Three other considerations should be kept in mind while identifying which services to furnish. The first is to *start relatively small* and, if appropriate, expand later. While broad-scale programs permit staff specialization, economies of scale, and can broaden political and community support by benefiting more constituencies, starting small avoids the problem of “biting off more than you can chew” and doing many things poorly instead of at least a few things well. Grandiose initial objectives can raise unrealistic expectations, leading to disappointment among funding sources, sponsors, the public at large, and the program staff. In general, therefore, most experts advise that if a program can pro-

Figure 8
Matrix for Identifying Service Mix Using Needs Assessment
Results and Local Community Characteristics

1 Victim/Witness Problem	2 Service(s) that may meet needs	3 Existing social service organiza- tions (SSO), informal support networks (ISN), or criminal justice system actors (CJS) that may provide the service(s) adequately	4 Criminal justice system actors (PO=police, DA=prosecutors) who may benefit significantly or visibly from the service(s)	5 Special target groups that may benefit from the service(s)	6 Cost per client (E=expensive; M=moderate; I=inexpensive) ^a
On-scene distress	<ul style="list-style-type: none"> • 24-hour listing • on-scene comforting 	ISN	PO	<ul style="list-style-type: none"> • rape victims • families of homicide victims • battered spouses 	E
Post-crime emotional distress	<ul style="list-style-type: none"> • crisis intervention • follow-up counseling • mediation 	SSO ISN	DA	<ul style="list-style-type: none"> • rape victims • families of homicide victims • battered spouses 	E
Fear of reprisal	<ul style="list-style-type: none"> • intimidation protection • court escort • legal/paralegal counsel 	CJS	DA	<ul style="list-style-type: none"> • battered spouses • rape victims • elderly • civilian witnesses 	I,M,E (depending on service)
Fear of criminal justice system	<ul style="list-style-type: none"> • court orientation • witness reception • escort • public education 		PO DA	<ul style="list-style-type: none"> • minorities • children • runaways 	M,E (depending on service)
Negative treatment by criminal justice system	<ul style="list-style-type: none"> • police/prosecutor training • escort • court orientation 		PO DA	<ul style="list-style-type: none"> • rape victims • battered spouses • civilian witnesses • minorities • juveniles 	I,M,E (depending on service)
Excessive waits in court; unnecessary appearances	<ul style="list-style-type: none"> • stand-by system • notification • escort • witness fee assistance 			<ul style="list-style-type: none"> • elderly • handicapped • civilian witnesses • merchants 	I,M,E (depending on service)
Information about case	<ul style="list-style-type: none"> • case status notification 	CJS			I
Property kept as evidence	<ul style="list-style-type: none"> • property return 	CJS		<ul style="list-style-type: none"> • merchants • poor • elderly 	I
Overdue bills (rent, utilities, etc.)	<ul style="list-style-type: none"> • landlord intervention • personal advocacy 	ISN		<ul style="list-style-type: none"> • poor • accident victims 	I
Damaged locks	<ul style="list-style-type: none"> • lock repair • financial assistance 	ISN		<ul style="list-style-type: none"> • poor 	E
Emergency shelter or food	<ul style="list-style-type: none"> • referral • system advocacy 	SSO ISN	PO	<ul style="list-style-type: none"> • battered spouses • out-of-town witnesses • disoriented, psychotic individuals 	I
Other crime related expenses e.g., - medical costs - property repair/replacement - stolen money or food stamps	<ul style="list-style-type: none"> • financial aid • insurance claims aid • restitution assistance • victim impact reports • compensation assistance • personal advocacy • system advocacy 	ISN SSO		<ul style="list-style-type: none"> • poor 	M
Unattended children	<ul style="list-style-type: none"> • child care • referral 	ISN SSO		<ul style="list-style-type: none"> • battered spouses • civilian witnesses 	I
Travel to court, shelter, etc.	<ul style="list-style-type: none"> • transportation • financial assistance • witness fee assistance • system advocacy 	ISN		<ul style="list-style-type: none"> • poor • battered spouses • handicapped • civilian witnesses 	I,M,E (depending on service)
Parking expense - availability	<ul style="list-style-type: none"> • witness fee • assistance • financial assistance 	ISN		<ul style="list-style-type: none"> • handicapped • poor • civilian witnesses 	I
Loss of wages	<ul style="list-style-type: none"> • employer intervention • system advocacy • public education • victim impact statements • compensation assistance 	ISN		<ul style="list-style-type: none"> • poor • civilian witnesses • accident victims 	I,M (depending on service)
Legal aid	<ul style="list-style-type: none"> • legal/paralegal counsel 	SSO		<ul style="list-style-type: none"> • battered spouses • accident victims 	M
Prevention techniques	<ul style="list-style-type: none"> • public education 	CJS	PO		M

^aSee Chapter 3 for further information on estimating service costs.

vide only limited assistance to victims, it should reduce the *range* of services it undertakes, while assisting as many *types* of victims and witnesses as possible.¹⁶ Such an arrangement is feasible because victims and witnesses tend to have common needs, regardless of their background and personality or the nature of the case. The elderly, battered spouses, and burglary victims all share similar concerns and feelings.

Another additional guideline in selecting or modifying service mix is to *be flexible and open to change* based on a number of contingencies:

- Some services may require more time than is warranted, relative to the benefits they provide.
- Clients may reveal a need which program planners did not anticipate in the planning stages.
- Services provided to enlist the support of police or prosecutors may no longer be required, once cooperation has been secured.
- The political climate or research findings may signal the need for an increase in certain types of services, such as on-the-scene crisis counseling for rape victims.

- Additional volunteers may present an opportunity to expand services.
- Program changes among other service providers, or the creation or demise of other social service organizations, may render an existing program service redundant—or an absent one necessary.
- Increased staff productivity may create time in which to provide additional services.
- It may be possible to expand services if funding increases, or necessary to curtail services if funding is cut back.

A final consideration in selecting or modifying services is *the administrative ease* with which they can be furnished. Services that are operationally difficult to administer may be less attractive for planners and staff than those which can be delivered easily. Chapter 5 identifies three significant determinants of ease with which various services can be provided: 1) the nature of the program sponsor and its physical location, 2) the level of funding a program is able to secure and maintain, and 3) the number and abilities of the staff it hires. The following chapter treats these crucial aspects of program organization.

Footnotes

1. Carol Holliday Blew and Robert H. Rosenblum, *An Exemplary Project: Witness Information Service, Peoria, Illinois* (Washington, D.C.: U.S. Department of Justice, 1980), p. 55; Emilio Viano, Herbert Jones, Margaret Neuse, James Schiller, Ora Spaid, and Sheldon Steinberg, "Victim/Witness Services Participant's Handbook" (Washington, D.C.: University Research Corporation, 1977), pp. 201-209; Lois P. Kraft, James D. Marver, and Lawrence G. Brewster, "An Evaluation of the Victim-Witness Advocate Program of Pima County" (Menlo Park, CA: SRI International, 1978), p. 69; Battelle Law and Justice Study Center, "Program Review: National District Attorney's Association Commission on Victim Witness Assistance" (Chicago: National District Attorney's Association, 1978), pp. 49-55.
2. Abt Associates Inc., "Exemplary Project Screening and Validation Reports: Four Victim-Witness Programs" (Cambridge, MA: Author, 1978), p. 53.
3. Ibid.
4. Blair B. Bourque, Constance Corley, Roberta Cronin, Robert Krug, Jane Schubert, and William Trencher, "National Evaluation Program Phase I Assessment. Victim/Witness Assistance Projects: Site Reports" (Washington, D.C.: American Institutes for Research, November 1979), p. C-33.
5. For discussions of more sophisticated ways to interview victims and witnesses, see James Garofalo, *Local Victim Surveys: A Review of the Issues* (Washington, D.C.: U.S. Department of Justice, 1977) and Colin Meredith, "First Progress Report from the Study for the Planning of Victim Assistance Services in Richmond, British Columbia" (Ottawa, Canada: Abt Associates of Canada, 1982).
6. Kenneth Friedman, Helen Bischoff, Robert Davis, and Andrea Person, *Victims and Helpers: Reactions to Crime. Summary* (Washington, D.C.: U.S. Department of Justice, May 1982).
7. David C. Bolin, "The Pima County Victim/Witness Program: Analyzing Its Success," *Evaluation and Change*, Special Issue, 1980, p. 124.
8. John Hollister Stein, "Better Services for Crime Victims: A Prescriptive Package" (Washington, D.C.: Blackstone Institute, 1977), p. 104.
9. Roberta C. Cronin and Blair B. Bourque, "National Evaluation Program Phase I Assessment. Victim/Witness Assistance Projects. Draft Final Report" (Washington, D.C.: American Institutes for Research, 1979), p. 40.
10. Frank J. Cannavale, Jr. and William D. Falcon, *Improving Witness Cooperation. Summary Report of the District of Columbia Witness Survey and a Handbook for Witness Management* (Washington, D.C.: U.S. Department of Justice, 1976), p. 11; John Hollister Stein, "Better Services for Crime victims," p. 46.
11. Some programs accept *certain groups* of victims regardless of whether they report the crime—for example, rape victims—but refuse service to victims of other violent crimes who fail to press charges.
12. Lois P. Kraft, James Marver, and Lawrence Brewster, *An Evaluation of the Victim/Witness Advocate Program of Pima County* (Menlo Park, California: SRI, 1978), p. 13; David C. Bolin, "The Pima County Victim/Witness Program—Analyzing Its Success," *Evaluation and Change* (1980), p. 123; Marjorie Susman and Carol Holt Vittert, "Building a Solution: A Practical Guide for Establishing Crime Victim Service Agencies" (St. Louis: National Council of Jewish Women, St. Louis Section, 1980), p. 63.
13. For information on how to provide victim witness services, see Chapter 5.
14. Kenneth Friedman et al., "Victims and Helpers," pp. 14-15.
15. Program planners who have already identified or hired their staff, and directors of existing programs, may need to determine whether their personnel have or can develop the necessary skills and interest to provide certain services, such as legal/paralegal counseling, security repair, and on-scene counseling.
16. John Hollister Stein, "Better Services for Crime Victims," p. 102; Kenneth Friedman et al., "Victims and Helpers," pp. 17-18; Richard D. Knudten, Anthony Meade, Mary Knudten, and William Doerner, "Victims and Witnesses: The Impact of Crime and Their Experience with the Criminal Justice System" (Milwaukee: Marquette University Victim/Witness Project, 1976); Steve Chesney and Carole S. Schneider, "Crime Victim Crisis Centers: The Minnesota Experience," in *Perspectives on Crime Victims*, ed. Burt Galaway and Joe Hudson (St. Louis: C.B. Mosby, 1981), p. 400; Arthur D. Little, "Final Evaluation Report: Commission of Victim Witness Assistance" (Washington, D.C.: Author, 1977), p. 49; B.S. Alper and L.T. Nichols, *Beyond the Courtroom* (Lexington, MA: Lexington Books, 1981), p. 85.

Chapter 3: Structural Alternatives

Three issues dominate any discussion of how a victim witness assistance program is structured and operates: 1) who sponsors it and where it is physically located, 2) who funds it and at what level of funding, and 3) who works in it. These issues are intertwined: sponsorship can influence the choice of funding sources and the nature of the staff; funding levels also determine the number and experience of the staff; and the staff levels and expertise needed can in turn affect the choice of sponsor and the amount of funding to pursue. Thus, although the three issues of sponsorship, funding, and staffing are treated separately and sequentially below, in practice they must be considered concurrently and interactively.

Program Affiliation and Service Location

Sponsorship determines who will have administrative authority over a program and its level of funding, both of which affect a victim witness program's ability to provide services successfully. Strong, consistent private and public

support from a parent agency is also necessary for program survival. Thus, it is important to select a host that not only finds it politically advantageous to sponsor a victim witness assistance program but whose interest will last.

In many instances, the choice of sponsor is made before planning begins. If a district attorney, police chief, or social service agency administrator initiates the planning process, he or she usually expects to sponsor the program. However, a number of different types of agencies and organizations have proven receptive to operating victim witness programs. Table 3 indicates the distribution of 220 victim witness programs by host agency. A majority are located in prosecutor's offices, while nearly one out of five are in community-based organizations and just over one in ten in police or sheriff's departments. Very few programs are found in mental health agencies.

Selecting a program sponsor. If the sponsor is not pre-defined, selection of a host should be influenced by the needs assessment and decisions about program objectives, target audiences, and services. Considerations that may play a role

Table 3
Distribution of 220 Programs by Type of Program and Host Agency¹

Host Agency	Victim ^a n=89	Witness ^b n=107	Victim/ Witness ^c n=24	All Types n=220
Police/Sheriff	28%	1%	0%	12%
Prosecutor	2%	93%	83%	55%
Community-Based Organization	38%	4%	8%	18%
Probation	5%	1%	8%	3%
Other ^d	27%	2%	0%	12%

¹Roberta C. Cronin and Blair D. Bourque, *Assessment of Victim/Witness Assistance Projects. National Evaluation Program Phase 1 Report* (Washington, D.C.: U.S. Department of Justice, 1981), p. 9.

^aPrograms which focus primarily or exclusively on serving victims.

^bPrograms which focus primarily or exclusively on serving witnesses.

^cPrograms which focus on victims and witnesses.

^dIncludes other units of local government and hospitals, mental health centers, or universities.

in selecting a sponsor include: ability to provide or secure funding; ability to provide access to victims and witnesses when program planners wish to contact them (for example, pre-arrest or after charging); planners' desires to effect changes in the criminal justice system to improve treatment of victims and witnesses; planners' wishes to be able to act as an advocate for victims or witnesses; target group focus (victims, witnesses, or both); and opportunity the sponsor provides for housing the program in a desirable location. For example, the Victim Assistance Services program in Chester County, Pennsylvania, had the opportunity to be affiliated with the District Attorney's office or the judiciary. However, program planners did not want to be limited to working only with victims who reported a crime and therefore chose to remain an independent, non-profit organization.

Figure 9 indicates the advantages and drawbacks to sponsorship by prosecutor offices, law enforcement agencies, probation or corrections departments, and community-based organizations. The positive and negative features of affiliation with each group are summarized below.

- *Prosecutor-affiliated programs* generally seek to meet the needs of prosecutors for timely witness appearances and helpful testimony. Many also focus substantial resources on the needs of victims. The principal benefits of affiliation with a prosecutors office are 1) quick and simple access to clients and case information and 2) the credibility district attorney sponsorship confers on program staff in dealing with victims, witnesses, police, and social service agency personnel. The most serious drawbacks are a tendency to focus on victims in terms of their capacity to testify, rather than as individuals in need, and the restriction of services to victims whose cases are brought to trial.
- *Law enforcement-based programs* typically try to help police officers and deputy sheriffs by counseling family disputants, sexual assault victims, and other troubled people, such as traffic accident victims, runaways, and mentally disturbed individuals, whom law enforcement officers feel should not be their responsibility or are uncomfortable handling. Police-based programs provide swift and early access to clients through requests to program staff to appear on the scene or ready availability of arrest reports. Like prosecutor-based programs, however, programs hosted by law enforcement agencies may find themselves in conflict with grassroots organizations which distrust police. Affiliation

with police may also discourage focusing on victims' needs after the investigation stage is completed.

- *Probation- and corrections-based programs* often focus heavily on restitution issues, since they deal directly with convicted defendants. Such programs sometimes gain access to victims at a very late stage of the criminal justice process, which may preclude timely provision of other victim-related services. (However, some corrections and probation-based programs have incorporated crisis intervention into their services.) Programs affiliated with departments of correction may also encounter conflicts between the offender orientation of their sponsor and their concern for victims.
- *Community-based organizations* often offer advantages that affiliation with the criminal justice system precludes or constrains, including familiarity with other sources of assistance for victims in the community, experience with direct service delivery to needy clients, and an advocacy perspective on behalf of the disadvantaged. As "outsiders," however, free-standing programs often have difficulty building credibility with police and prosecutors, and they may have no built-in funding.

Local considerations may warrant affiliating a new program with a medical center, a local unit of government, or a university. However, such sponsorship may combine the handicaps of being unaffiliated with the criminal justice system with the disadvantages of institutional independence.

Selecting a program location. Most commonly, program location follows naturally from the selection of a sponsor: programs sponsored by district attorneys are typically housed in the prosecutor's office; those affiliated with law enforcement agencies have offices in the police department or sheriff's headquarters; and programs run by community-based organizations share space with their host or rent offices in the community. However, if planners believe that a particular location for their program is important for achieving their goals, the decision of housing may influence who the program sponsor should be. For example, if a storefront operation is desired, a community-based organization may be the best sponsor, since many of them are accustomed to street level operations, whereas the criminal justice system is used to exercising tight control over its units within the police station or courthouse. There are exceptions, of course. Crime Victim Centers in Minneapolis/St. Paul, although operated by the Minnesota Citizens Council on Crime with funds from the corrections

Figure 9 Possible Program Sponsors and Their Potential Advantages and Drawbacks

Sponsor	Potential Advantages	Potential Drawbacks
Prosecutor	<ul style="list-style-type: none"> provides swift access to case information provides easy access to clients via charging sheets enables staff, through direct observation, to understand criminal justice system provides program with mantle of authority and credibility in dealing with clients and other groups provides area-wide jurisdiction provides opportunity to improve prosecutors' handling of victims facilitates access to judges facilitates inclusion of victim concerns in sentencing recommendation provides opportunity for court escort and witness reception center 	<ul style="list-style-type: none"> focuses on victims in terms of potential as witnesses, not individuals in need restricts services to victims whose cases are brought to trial limits on-the-scene crisis intervention and early contact with victims restricts opportunity of staff to act as victim advocates delays acceptance by some grassroots organizations can create conflicts over confidentiality and disclosure can create pressure to prosecute cases or drop them inconsistent with victim needs
Law Enforcement	<ul style="list-style-type: none"> provides swift access to clients via arrest reports or calls to appear on-the-scene facilitates 24-hour services because agency is already operating around the clock provides opportunity to improve police handling of victims provides opportunity to assist in interrogation of children, rape victims, etc. 	<ul style="list-style-type: none"> creates initial fear of interference with established practices association with law enforcement alienates or frightens some victims invites excessive referrals of non-crime cases discourages service delivery after investigation may create conflicts with some grassroots organizations which distrust police
Probation/Corrections	<ul style="list-style-type: none"> provides opportunity for victim to express sentencing wishes 	<ul style="list-style-type: none"> accesses victims at very late stage of criminal justice process misses victims if no charges have been filed or no conviction occurs creates potential conflict between offender orientation and concern for victims creates tendency to focus on restitution as primary service
Community-Based Organizations	<ul style="list-style-type: none"> facilitates opportunity for staff to advocate for victim vis-a-vis criminal justice system relaxes victims distrustful of or intimidated by the criminal justice system provides access to victims of unreported crimes and few disincentives to helping them can provide enhanced access to referral resources as a member of human service provider network can tap easily into local support services, such as churches, senior citizen centers, and block associations to provide help for victims can establish own objectives and priorities 	<ul style="list-style-type: none"> limits access to cases from criminal justice system limits potential for improving criminal justice system's handling of victims reduces criminal justice system's interest in supporting program funding inhibits building credibility with police and prosecutors

Figure 10 Summary of Funding Strategies

Estimate Program Costs

- Develop checklist of cost items (Figure 11)
- Include value of free and in-kind services and materials
- As guidelines, consider
 - program activities found to involve high costs: refer to Figure 8
 - selected program budgets and associated staff sizes and major services (Table 4)

Identify Funding Sources

- Public (federal, state, county, municipal)
- Private (business and labor organizations, foundations, voluntary associations)
- Sources of additional funding information:
 - elected officials
 - Foundation Directory*

Write Proposals and Approach Funding Sources

- Examine available guides to proposal writing (refer to footnote 6 at the end of this chapter)
- Consider innovations

department, uses storefronts for its sites. St. Louis County's Victim Service Council, while sponsored by a community-based organization, is housed in the county courthouse. Each program has found its unorthodox arrangement an advantage rather than a drawback. For Crime Victim Centers, the arrangement provides the benefits of institutional affiliation with open access to the general public; for the Victim Service Council, it affords institutional independence with close contact with prosecutors and judges.

When some flexibility in choosing sites is available, the following considerations can also be weighed:

- Locating in criminal justice system offices provides access to police, prosecutors, and files. Furthermore, it can result in continuous formal and informal contact with criminal justice system personnel that can help build credibility and secure referrals.
- Victim witness services housed in buildings outside the criminal justice system do not appear to experience problems due to their location. Pro-

ximity to the court is helpful, however, for witness-oriented programs, both for greeting and directing witnesses and for accommodating program activities to changing court and prosecutorial schedules.²

- Storefront locations make programs particularly accessible to the people who may be unfamiliar with social welfare agency services and intimidated by large bureaucracies and the criminal justice system. Local satellite offices also can increase accessibility for the poor, who are often segregated geographically and frequently have limited means of transportation. Minneapolis/St. Paul's Victim Service Centers has many poverty clients who walk into their offices requesting assistance.

Occasionally, programs have offices in more than one location, but they typically start with a single site and then expand as they gain experience and acquire additional financial support. New York City's Victim Services Agency has thirty-

five offices in courthouses and community centers throughout the five boroughs. Alameda County's program has a sub-unit in the southern part of the county. Crime Victim Centers has four storefront locations in Minneapolis and St. Paul. These outposts can bring services to more victims, and to more police and prosecutors, than a single office can. Multiple sites can also reduce travel time to meet with and transport victims and witnesses. However, multiple locations can entail problems in overseeing work quality and in preventing staff from feeling left out of the mainstream of program activities. They also increase supervisor travel time.

An option potentially available to any program is to establish a witness reception area in the courthouse to contact clients who may otherwise slip through the cracks. This approach has the advantage of reducing trips to the courthouse whenever a victim or witness needs assistance. To set up a reception area, the program must either spare a full-time staff person or train volunteers to provide this service. The court must experience enough traffic flow to warrant this allocation of staff time, and courthouse administrators must be able and willing to provide space for the service.

Funding Levels and Sources

Funding is a concern which planners must consider from the moment they decide to establish a program, and one which is never far from the minds of directors of existing programs. There are three principal steps in developing strategies for securing funds: estimating program costs, identifying promising funding sources, and preparing grant proposals to each potential source. Figure 10 outlines the subtasks in each of these steps.

Estimating program costs. Planners must develop cost estimates for all program services and materials, regardless of whether they expect to secure some of them free. Programs should be able to document the dollar value of gratis and in-kind contributions in case these are discontinued and staff must apply for funding to purchase them.

Generating cost estimates compels planners and staff to examine all anticipated or existing activities in detail. Figure 11 lists the major items a victim witness assistance program should consider in estimating expenditures. New programs should estimate costs not only for the start-up year but also for each of the following two years, since expenses for subsequent years of operations are typically much lower. Existing programs, too, should estimate their expenses for a couple years into the future.

Figure 11 Checklist for Estimating Program Costs

Labor (salaries and wages)

- professional staff
- secretarial staff
- fringe benefits
- volunteer staff (dollar equivalents)
- interns (dollar equivalents)

Non-Labor

- overhead (rent, utilities, interest payments, etc.)
- equipment (duplication machines, beepers, etc.)
- supplies (stationery, etc.)
- duplication
- postage
- computer
- telephone
- travel
 - per diem (room and board)
 - mileage (local travel)
 - air/bus/train fares
- subcontracts (e.g., for evaluation, training)
- capital outlay (office furniture and equipment; building remodeling; vehicles; communication equipment)

As the National Evaluation Program concluded, available data do not permit even moderately sophisticated analyses of project costs.³ However, three types of information are of some assistance in estimating program costs. First, the NEP concluded from its site visits that certain program activities are associated with higher cost projects:⁴

- 24-hour, seven-day-a-week availability.
- Crisis intervention at the crime scene as the preferred contact strategy.
- Multiple contacts with a client, rather than one-time only intervention.
- Emphasis on direct service rather than referral.
- Allocation of significant resources to non-client services such as research, training, public relations, and lobbying for statutory changes.

Table 4
Staff Size in Relation to Selected Program Characteristics
in Six Site Programs¹

Program	Staff Size			1985 Budget	Cost per person year ^a	Major Services	Annual Caseload ^b	Population Served	Cost Per Resident
	Paid full-time	Paid part-time	Volunteers (full & part-time)						
Alameda County Victim/Witness Assistance Program	10	-	1	\$331,000	\$33K	<ul style="list-style-type: none"> • counseling • victim notification • court orientation • victim compensation assistance • referrals 	2,600 ^c	1,100,000	\$.30
Greenville Victim/Witness Assistance Unit	2	5	25	\$101,000	\$28K	<ul style="list-style-type: none"> • counseling • victim orientation • victim advocacy • witness notification • public education 	2,000	300,000	\$.34
Minneapolis/St. Paul Crime Victim Centers	4	1	30	261,000	\$60K	<ul style="list-style-type: none"> • on-scene crisis intervention • victim advocacy • victim orientation • public education 	3,000 ^d	2,086,000	\$.13
Portland Victim Assistance Program	9	3	38	\$325,000	\$33K	<ul style="list-style-type: none"> • on-scene crisis intervention (rape victims only) • court orientation • victim notification • counseling • restitution assistance • referrals • public education 	13,616 ^e	570,000	\$.57
St. Louis Victim Service Council	?	1	21	\$105,000	\$24K	<ul style="list-style-type: none"> • crisis intervention • victim advocacy • witness orientation • system advocacy • public awareness • court orientation 	2,037	1,918,000	\$.05
Scottsdale Police Crisis Intervention Unit	4	-	-	\$188,000	\$47K	<ul style="list-style-type: none"> • on-scene crisis intervention • referrals • victim advocacy 	2,000	112,000	\$1.67

¹In examining this table, the reader should consider that no attempt has been made to judge the quality of services the programs provide. In addition, the programs are not strictly comparable, since programs do not keep similar data or assign their staff identical responsibilities. The data are intended to suggest the range of costs, caseloads, and services associated with various staffing patterns.

^aAssumes each paid part-time staff person works one-third time.

^bNumber of victims and witnesses to whom program provided some sort of assistance in 1985 beyond telephoning or writing to see if they needed assistance.

^cAlso provided verbal or written information to victims and witnesses on over 11,000 occasions.

^dInvolved spending at least 15 minutes of assistance.

^eInvolved spending at least 10 minutes of assistance.

As a second yardstick for estimating costs, Table 4 provides the 1985 budget, cost per staff person per year, and cost per resident in the jurisdictions served by the six programs visited for this study. Cost per paid staff person varies from \$24,000 in St. Louis to \$47,000 in Scottsdale (costs may be considerably lower than \$24,000 in many states). Cost per resident ranges from a low of \$.05 in St. Louis to a high of \$1.67 in Scottsdale. Per-resident costs are relatively high for Scottsdale because the program provides services almost exclusively to victims, and victim services tend to cost more per client than do services to witnesses. The NEP found that the median per capita budgets were \$.22 for victim programs, \$.15 for witness programs, and \$.23 for victim witness programs.⁵

Finally, Appendix F provides two sample budgets that may be examined as rough guidelines for cost estimation. Obviously, these illustrative budgets cannot be applied automatically to other jurisdictions, given variations in local wage and salary scales, unique costs for non-labor items, hidden services or supplies provided by the program sponsor, and different overhead rates.

Identifying funding sources. The two main sources of funds are public, which includes federal, regional, state, and local

governments, and private, which includes business and labor organizations, foundations and community trusts, and voluntary organizations. Historically, most victim witness programs have secured all or most of their initial funding from the federal government, particularly the Law Enforcement Assistance Administration (LEAA). By 1986, however, 36 percent of the programs contacted for this study reported receiving a majority of their funding from state government. Municipal funds were the primary source of support for 32 percent, and county funds for another 20 percent. Thus, by 1986, 88 percent of the programs were receiving more than half their funds from state and local government. Although 20 percent of the programs received complete funding from one local governmental source, more than half combined funding from two or more government sources.

Table 5 presents many of these data and also compares funding information from the 25 contact programs between 1982 and 1986. The data indicate some interesting changes. While the number of programs receiving federal funds increased from three to seven, by 1986 no program was receiving a majority of its funding from federal sources (two had in 1982). In a more dramatic shift, while three more programs had county support in 1986 than in 1982, five fewer

Table 5
All Funding Sources and Principal Funding Sources
of 25 Program Contacts, January 1982 and April 1986

	Percentage and number of programs receiving some financial support from listed source ^a				Percentage and number of programs receiving half or more of their funding from the listed source ^b			
	1982	1986	1982	1986	1982	1986	1982	1986
	%	%	n	n	%	%	n	n
County	52	64	13	16	40	20	10	5
State	40	60	10	15	24	36	6	9
Municipality	24	32	6	8	16	32	4	8
Foundation or charity	16	20	4	5	4	4	1	1
Federal government	12	28	3	7	8	-	2	-
Private sector	8	32	2	8	-	-	-	-
Other ^c	8	24	2	6	-	-	-	-

^aTwelve programs in 1982 and 21 programs in 1986 received funds from two or more sources.

^bTwo programs did not receive half or more of their funds from any one source in each survey.

^cIncludes individual donations, crime victim's compensation board, and revenue from marriage license tax.

programs were receiving a majority of their funding from counties. Instead, more programs were receiving most of their funding from states and municipalities. In 1986, more programs were using private sector funds and money from miscellaneous sources (such as private donations and revenues from marriage licenses) than in 1982. Finally, many more programs in 1986 were receiving funds from two or more sources than in 1982 (21 programs versus 12 programs), leaving programs less susceptible to the funding vagaries of a single sponsor.

The percentage of programs receiving part of their funds from the federal government can be expected to increase as of 1986 as a result of the Victims of Crime Act of 1984 (see Chapter 7). By late 1986, over 500 programs had already received VOCA funds.

As noted, some states have begun to provide direct funding for victim witness assistance programs. California levies penalties on convicted defendants at the rate of \$5 for every \$10 in fines; this levy raises about \$125 million annually, with 10 percent, or \$12.5 million, going to the state's 45 victim witness assistance programs. Every program in a county with a population under 250,000 receives \$80,000; the remaining funds are allocated according to population and crime levels. Oregon helps fund programs with a one-time penalty assessment levied by each county on convicted individuals. Assessments range from \$20.00 for misdemeanors, to \$40.00 for driving while intoxicated, to \$50.00 for felonies. While one-half of the money helps fund the state's crime victims compensation program, the other half goes to prosecutor-based comprehensive victim assistance programs in the county.

There are a number of sources for information on funding. The best resource for information on public money is elected officials. These officials—federal, state, county, and local—can provide contacts with the appropriate public agency and information regarding available sources of money as they develop. The most complete resource for private money is the *Foundation Directory* available in any major library. There may also be local clearinghouses or State directories of funding sources. Local businesses, corporations, and labor unions may also be considered. The Victim Service Council discovered that the Metropolitan Association of Philanthropy in St. Louis examines public service endeavors in the area and reports to corporations on their activities; other cities have similar organizations, usually subsidized by businesses. Planners and staff can identify the equivalent organization in their community to learn what conditions they must meet for the organization to recommend the program to its member businesses.

Approaching funding sources and writing proposals. Several available documents provide information on approaching funding sources and proposal writing techniques.⁶ In addition, victim witness programs have taken innovative approaches to securing funds.

- The Greenville Victim Assistance Unit sends letters to local businesses and to foundations and volunteer organizations requesting small contributions. The program director sends personal letters to those key individuals whom she has met, requesting \$300-\$1,000 for a specific and popular program activity. Grants have been secured from J.P. Stevens, General Electric, the Women's Legal Auxiliary, a construction company, and two banks.
- The planner for the Minneapolis/St. Paul Crime Victim Centers capitalized on his own record to secure \$50,000 in planning funds for what was still an incomplete idea for providing victim witness services. The planner's record of fourteen years of program planning and initiation convinced a major foundation of the worthiness of the grant, illustrating the importance of personal relationships in the fund raising process.
- The Victim/Witness Liaison Office in Broward County, Florida, secured \$15,000 in fines imposed on a drug dealer. Similarly, Las Vegas' Victim Witness Assistance Center was awarded \$25,000 in fines assessed on a popular singer for violating customs regulations.
- Akron's Victim Assistance Program, operated by the Furnace Street mission, secures over 70 percent of its funding from foundations, charities, and, especially, churches. The program is directed by a minister, whose profession helps serve as an entree into non-governmental organizations.

Other creative funding ideas are provided in *Fundraising and Victim Services* published by the National Organization for Victim Assistance.

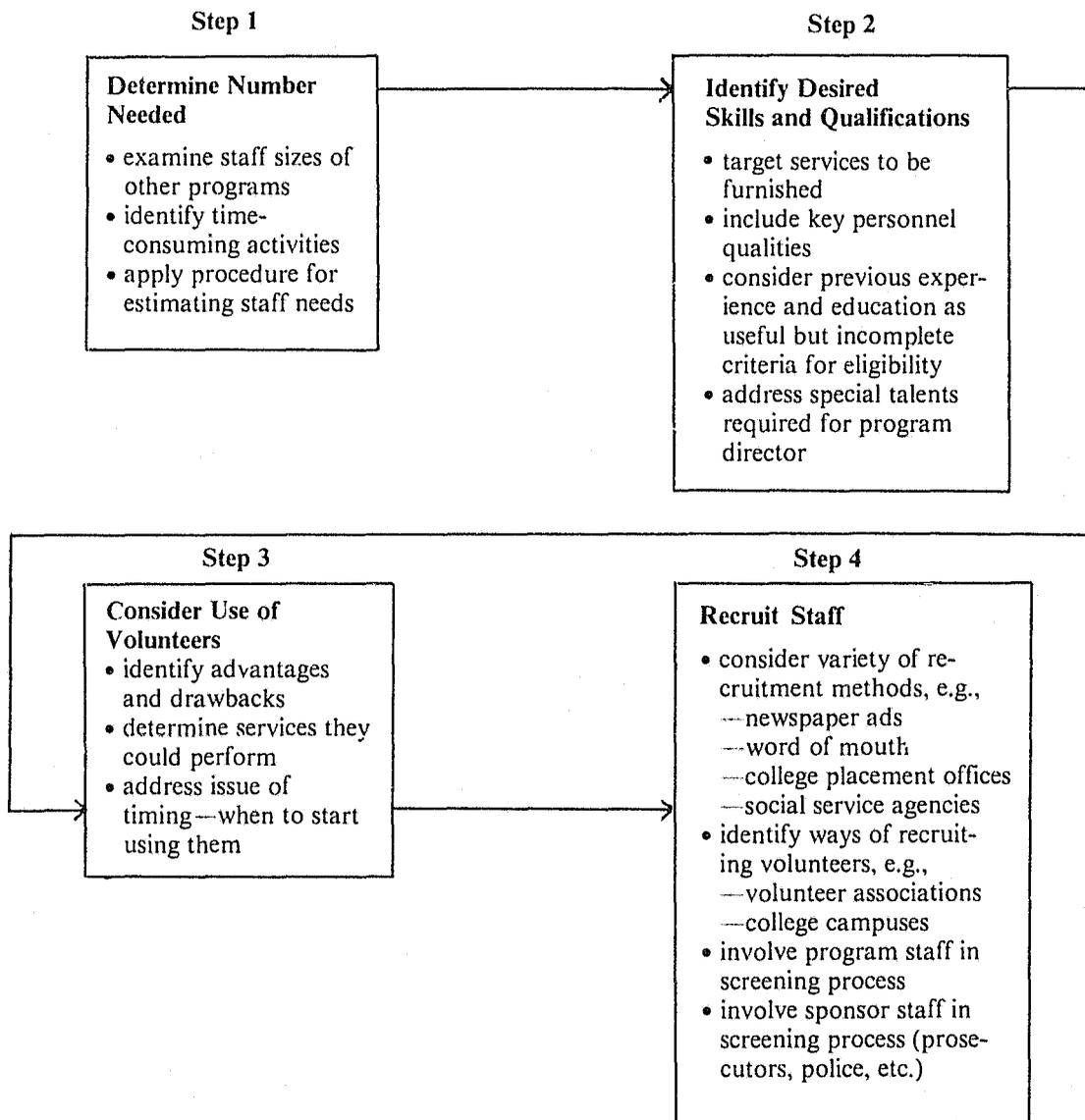
While many programs have turned to other sources of funding and support, the criminal justice system is ultimately responsible for ensuring that the needs of victims and witnesses are met. Program staff should stress the benefits of making victim witness services a regular line item in agency budgets.

Questions of sponsor, location, and funding are inextricably linked; decisions with regard to any one of these considerations have impacts on the others. Furthermore, each of these issues may influence—and be influenced by—decisions related to program staffing.

Staff Needs and Recruitment

Identifying and recruiting staff, typically the final planning step, is perhaps the single most important task planners face. The selection and retention of a first-rate director is especially vital.

Figure 12
Summary of Considerations in Identifying and Recruiting Staff



The major staff issues are how many people to hire, what skills and qualifications they should have, how to recruit and screen them, and what role volunteers can play. A flow chart illustrating the major steps in acquiring staff is provided in Figure 12. Chapter 5 discusses the issues of staff training and supervision.

Estimating staff levels. In practice, planners and directors

will probably be constrained in their staffing decisions by the funds available. When the staff level is pre-determined, a program can rethink which services to provide given the staff level to which it is restricted; where there is some flexibility in deciding how many people to hire, the considerations addressed below may be helpful for estimating the needed staff.

The staffing patterns of other victim witness programs are

Table 6
Range in Staff Size and Median Number of Staff
in Selected Victim Witness Programs
in 1978, 1982, and 1986

	RANGE			MEAN NUMBER		
	NEP ^a	Present Study ^b		NEP ^a	Present Study ^b	
	(N=168)	(N=25)		(N=168)	(N=25)	
	1978	1980	1986	1978	1982	1986
Full-time staff	0-33	0-17 ^c	0-28 ^c	2.5	4.0	8.9
Part-time staff	0-31	0-15 ^d	0-12 ^d	0.4	0.4	2.1
Full-time volunteers		0-19	0-9		0.1	0.8
Part-time volunteers	0-120 ^e	0-100	0-300 ^f	3.0 ^e	5.0 ^g	15.2 ^g

^aRoberta C. Cronin, "National Evaluation Program," pp. 52, 72, 76.

^bSee the preface for a description of the 25-program survey.

^cExcluded are 250 full-time staff in New York City's Victim Services Agency in 1982 and 330 in 1986.

^dExcluded are 40 part-time staff in New York City's Victim Services Agency.

^eData available only for all volunteers.

^fNew York City has 300 part-time volunteers; no other program had more than 65.

^gExcluded are part-time volunteers in the New York City program.

shown in Table 6. The National Evaluation Program Assessment in 1979 found staff sizes ranging from 0 to 33 full-time, 0 to 31 part-time, and 0 to 120 volunteers. The median number of full-time staff in these programs was almost 3; for part-time staff the median was 2.4; for volunteers, just over 2.8. Our surveys in both 1982 and 1986 found narrower ranges and more volunteers in the average program. (Interestingly, during the four years between our two surveys, the 25 programs had on average more than doubled their full-time staff, from four to almost nine, and had increased their part-time volunteers by threefold, from an average of five per program to 15 per program. The average number of part-time paid staff and volunteers also increased over the four-year period.)

One way to estimate staff needs is in terms of the population to be served and the services to be provided. St. Louis County's Victim Service Council calculated that two staff members and 15 to 20 volunteers could provide service to 1,000 clients a year.⁹ Other studies have suggested that 6 to 10 staff are required for a population of 500,000.¹⁰ The type of services, of course, will substantially influence the number of staff required. One approach to estimating staff needs, therefore, is to divide services into those that require

considerable staff time on a per client basis, those that require relatively little time, and those that fall somewhere between. Figure 13 provides such a breakdown. To arrive at a staff estimate, program planners can multiply these services by the number of clients who need each service. New programs can estimate service needs from the results of a needs assessment; existing programs can determine service needs by examining their actual service delivery experience. Indirect services (such as system advocacy, public education, and training of police and prosecutors) must be factored in. Administrative time must also be calculated. Typically, 10 to 25 percent of a program administrator's time is spent on purely managerial activities and another 10 to 35 percent on liaison with other organizations. Finally, after professional staff needs have been calculated, secretarial needs must be added. Generally, one full-time secretary is needed for two to six full-time paid staff, but more will be required if clerically-oriented services like witness notification are to be provided.

Figure 14 provides an example of how staff needs can be derived from the above guidelines. After completing this exercise, planners can compare their findings with the staffing patterns presented in Table 4 to see if there is at least

Figure 13
Relative Time on Average Required to Furnish
Victim Witness Services on a Per-Client Basis¹

**CONSIDERABLE TIME
 REQUIRED ON AVERAGE
 (30 mins. or more)**

Security repair
 On-scene comfort
 Mediation
 Transportation
 Court escort
 Intimidation protection
 Shelter/food
 Crisis intervention
 Follow-up counseling

**MODERATE TIME
 REQUIRED ON AVERAGE
 (15-29 mins.)**

Personal advocacy
 Legal/paralegal counsel
 Compensation assistance
 Court orientation
 Financial assistance
 Employer intervention
 Landlord intervention

**LITTLE TIME
 REQUIRED ON AVERAGE
 (1-14 mins.)**

Property return
 Referral
 Insurance claims aid
 Restitution assistance
 Witness fee assistance
 Witness reception
 Notification
 Witness alert
 Child care

¹Time estimates are based on our interviews with staff of 25 programs in 1982 and 1986.

rough comparability in staff levels. Of course, as that table makes clear, volunteer services may substitute for paid staff to a considerable extent.

Stipulating skills and qualifications. Requisite staff skills depend to some extent on the services and other activities to be performed. For example, if crisis intervention is required, individuals with experience in counseling emergencies will be necessary; if paralegal or legal counseling will be undertaken, staff with a background in the law will be essential. Employment history or education may be helpful in assessing applicants' qualifications for working in a victim witness program, but there is no empirical evidence to support specific experience or training as a job requirement. Programs have demonstrated that staff can have very different backgrounds, personalities, and work styles and still be effective as long as they have the following characteristics:

- Ability to integrate well with existing staff.
- Capacity to relate to victims in situations of stress without making judgments.
- Emotional stability, assertiveness, self-confidence, and common sense.
- The resilience and flexibility to deal with a variety

of problems on short notice, to work overtime, and to accept failure with many clients.

- Positive feelings toward the criminal justice system.

Special efforts should be made in jurisdictions with concentrations of minority groups to hire staff who understand the special cultural perspectives many minorities have toward crime and the criminal justice system and whom minority victims will feel comfortable approaching for assistance.

Special talents are essential for the program director. He or she must not only have management and supervisory skills, but also a gift for public relations. A victim witness program director must work simultaneously with the police department, the prosecutor's office, the judiciary, human service provider agencies, and the media. Victim witness program directors also need entrepreneurial skills, given the unending need to enlist support, in-kind services, funds, and other assistance in a time of fiscal retrenchment and competition for the limited resources. Resourcefulness, energy, and commitment are needed to resolve the range of client problems, from repairing broken locks to finding emergency food rations. A program director must have good direct service delivery skills, since he or she will be frequently called

Figure 14 Flow Chart of Sample Procedure for Estimating Professional Staff Needs for a Hypothetical Victim Witness Program

STEP 1	Number of Clients Needing Service Per Month	Considerable Time Required on Average (30 mins. or more)	Number of Clients Needing Service Per Month	Moderate Time Required on Average (15-29 mins.)	Number of Clients Needing Service Per Month	Little Time Required on Average (1-14 mins.)
Estimate number of clients need- ing each service per month	2 7 a 5 12 <u>a</u> 27	security repair on-scene comfort mediation transportation court escort intimidation protection	2 240 ^b 188 ^b 17 22 <u>114</u> 583	shelter/food crisis intervention follow-up counseling personal advocacy legal/paralegal counsel court orientation	18 c 12 7 a 63 31 14 a d 140 a a <u>285</u>	financial assistance 24-hour hotline employer intervention landlord intervention property return referral insurance claims aid restitution assistance witness fee assistance witness reception notification witness alert child care
STEP 2 Direct Services Per Month						
Estimate staff hours needed to provide direct services (number of clients X number of minutes per service)	27 clients @ average 2 hrs. each: 583 clients @ average 1/3 hr. each: 285 clients @ average 1/6 hr. each:		27 × 2 = 54 hours 583 × 1/3 = 192 hours 285 × 1/6 = 47 hours <u>Total = 293 hours</u>			
STEP 3 Indirect Services Per Month						
Estimate staff hours needed to provide indirect services	public education training of police attendance at seminars		24 hours 4 hours 4 hours <u>Total 32 hours</u>			
STEP 4						
Estimate program administra- tion hours at 50% of full- time	Program Administration .50 × 160 hours/mo.		= 80 hours			
STEP 5 Total Professional Staff Hours						
Calculate total hours (steps 2 + 3 + 4)	293 + 32 + 80		= 405 hours			
STEP 6 Number of Staff						
Compute staffing equivalent at 160 hours per month per staff	405 ÷ 160 = 2.5 full-time professional staff					

^aProgram not providing this service.

^bAssumes an average of two times for each client, since some clients will need this service more than once.

^cWould require full-time staff person each 8-hour shift. Program not furnishing this service.

^dWould require full-time staff person 9-5 each day. Program not furnishing this service.

upon to fill in for absent staff or handle especially difficult cases. Finally, where possible, the director of a criminal justice system based program should be recruited from within the system to facilitate acceptance of the program by police, prosecutors, and judges and eliminate the start-up delays that occur while a newcomer learns the ropes.

Using volunteers. As noted above, some programs use no volunteers and others use as many as 120. The National Evaluation Program Assessment found that 41 percent of 220 programs used no volunteers at all.¹¹ The median number of volunteers in the NEP sample was three; in the twenty-five programs contacted for this study, the median was five in 1982 and 15 in 1986. During the first two years of operation, the Pima County Victim/Witness Program recruited and trained 128 volunteers who assist project staff with virtually every aspect of program operations.

Of the St. Louis County's Victim Service Council staff of twenty-six, twenty-one are volunteers who donate a minimum of one half-day a week to direct service delivery activities. The Alameda County program, despite its relatively large size, has never used more than three volunteers at any one time and on occasion has had none.

Volunteer activities also vary dramatically across programs, ranging from purely clerical tasks to rape crisis intervention at hospital emergency wards. In some programs, volunteers are restricted to a single activity, such as assisting victims with compensation claims; in others, they engage in a variety of tasks. The principal activities volunteers undertake in the twenty-five contact programs are clerical assignments, crisis intervention, follow-up counseling, court escort, witness notification, and witness orientation.

Generally, volunteers perform tasks reflecting the personal qualities they bring to the job, the amount of training they have received, and the supervision they are given. Volunteers who are interns or college students typically do not have the maturity to engage in many of the victim-oriented tasks that older volunteers can manage. However, the more training and supervision a program can provide for volunteers, the more complex and sensitive are the tasks they can undertake. On the other hand, some programs do not expect much from volunteers—and as a result do not get much. Programs that expect a lot, tend to get a lot.¹²

This diversity in the use of volunteers reflects the very compelling advantages—and the not insignificant drawbacks—to unpaid staff. The two major reasons for using volunteers are to save money and to expand service delivery. The California guidelines for state-funded victim witness programs require them to increase their use of volunteers as a purely fiscal measure. By training volunteers in handling victims of sexual assault, Portland's Victim Assistance Program has been able to provide 24-hour crisis intervention to rape

victims at hospital emergency wards immediately after the crime. The twenty-one volunteers in St. Louis County's Victim Service Council furnish the equivalent of at least three full-time staff.

Several programs have also found that the use of volunteers provides a valuable method for screening for paid staff. Program directors have an opportunity to view the volunteers' abilities and commitment first-hand, and the volunteers have a chance to learn whether they enjoy the work. The case coordinator in the Greenville program began as a volunteer in 1979, was offered part-time pay in 1980, and became a full-time staff member in 1981.

Several other considerations have discouraged programs from using volunteers, or from using them more extensively:

- *Size of required investment.* Finding appropriate candidates can be time consuming, and for volunteers to be effective in anything beyond simple clerical tasks, they need extensive training. Making the trade-off between volunteer training and supervision and using the same time for program activities may lead to short-changing the volunteers. Scheduling volunteers can also be a time-consuming and frustrating task.
- *Uncertainty of commitment.* Some volunteers are undependable or lose interest because of unrealistic expectations of what the job entails, because they feel no obligation to an assignment for which they are not being paid, or because their original intentions were unrelated to the work required—for example, a stepping stone to paid employment or a supplement to their resume. Student interns typically spend only short periods with a program. Expending time on volunteers may be of questionable value if they leave before the investment produces payoffs in service delivery.
- *Unprofessional attitudes or behavior.* Some volunteers may express hostile opinions of the criminal justice system to victims, thereby jeopardizing the staff's ability to work with police and prosecutors. Many programs have access to sensitive information which volunteers may abuse.

The programs that have used volunteers extensively and effectively have demonstrated that these drawbacks can be minimized, if not eliminated, with careful screening, thorough training, and close supervision. Timing is also important. It may be advisable not to involve volunteers until the program has firmly established its objectives, target groups, caseload, and services, and until paid staff have enough free time, after the start-up period, to train and

supervise them properly. The Pima County Victim-Witness Advocate Program intended to rely heavily on a large pool of volunteers, but they were utilized infrequently during the first year because the staff wanted to establish confidence and rapport with other community agencies before sending volunteers into unfamiliar territory. Even well-established programs may find that it is difficult to divert staff time from direct service delivery to involving volunteers in program activities. Staff may have to reduce their current activities in order to find and use volunteers who, in the long run, can free them to concentrate on previously neglected activities.

Program directors must carefully weigh the long-term benefits against the very real short-term inconvenience involved in readying volunteers for work. Generally, programs find that volunteers need to remain with the job for at least a year to repay the investment in preparing them; expecting volunteers to commit themselves to a longer stint is usually unrealistic. Some programs have retained volunteers for several years, but turnover is inevitable in most cases, so that programs must develop permanent mechanisms to replenish their supply of volunteers as needed.

Recruiting and screening staff. Recruiting methods for hiring paid staff are diverse. As noted, Greenville's Victim/Witness Assistance Program hired a volunteer as its second staff member. Crime Victim Centers in Minneapolis/St. Paul recruits by placing newspaper advertisements, circulating announcements among its funding agencies, and posting notices in college placement offices. Portland's Victim Assistance Program hires exclusively from civil service lists, since all paid staff must be county employees. The Alameda County program usually hires staff from the agencies with which it has been coordinating activities, because in the process of using these individuals as resources it becomes very familiar with their capabilities. As in most occupations, the single most common method for locating paid staff is by word of mouth.

Programs also use various avenues to recruit volunteers. The St. Louis County program advertises in the monthly bulletin of its sponsor (the St. Louis Section of the National Council of Jewish Women), in community newspapers, and at the local Volunteer Action Center. The program director of the Akron, Ohio, Victim Assistance Program is able to capitalize on his position as adjunct professor at a local university to recruit volunteers and work-study student interns. The Pima County Victim-Witness Advocate Program used to prepare public service announcements for television and radio, encourage newspaper reporters to write about the program, and present the program to university classes and civic organizations—until it developed a waiting list of applicants. California's Office of Criminal Justice Planning, which supervises the state's forty-five publicly funded victim witness assistance programs, has found that a successful recruitment strategy is to develop formal associations with volunteer organizations. The organizations screen their own members for eligibility and provide them with some training; by the time the volunteers reach the projects, they can begin work with a minimum of additional training and a maximum of commitment. The Fresno Center has such an arrangement with the Retired Senior Volunteer Program, and the Los Angeles program has arrangements with the Lawyers' Wives of Beverly Hills and the Junior League of Los Angeles. The quality of such screening and training varies from community to community. Programs should therefore examine, train, and supervise referrals carefully until each referring source has proven its reliability over time.

Many programs allow current staff to interview candidates for paid and volunteer positions. For example, after initially screening applicants, the Alameda County program director has his staff interview the most promising candidates. His policy is not to hire anyone whom current personnel do not find acceptable.

Footnotes

1. Susan E. Salasin, "Services to Victims: Needs Assessment," in *Evaluating Victim Services*, ed., Susan E. Salasin (Beverly Hills, CA: Sage Publications, 1981), p. 40.
2. Roberta C. Cronin and Blair B. Bourque, "National Evaluation Program Phase I Assessment. Victim/Witness Assistance Projects" (Washington, D.C.: American Institutes for Research, 1979), pp. 53, 71.
3. *Ibid.*, p. 118.
4. *Ibid.*, p. 119.
5. *Ibid.*, pp. 52, 72, 76.
6. See, for example, *To Light One Candle: A Manual for Organizing, Funding and Maintaining Public Service Projects* (American Bar Association, 1115 E. 60th Street, Chicago, IL 60637; \$6.00); *Grants: How to Find Out About Them and What To Do Next* (Plenum Press, 227 W. 17th Street, New York, NY 10011; \$19.50); *Foundation Directory* (Columbia University Press, 136 S. Broadway, Irvington, NY 10533; \$35 plus \$1 postage and handling); *Developing Skills in Proposal Writing* (Continuing Education Publications, 1633 S.W. Park, Portland, OR 97207; \$12.50); and *Cracking the Corporation* (Center for Women Policy Studies, 2000 P Street, NW, Suite 508, Washington, D.C. 20036).
7. National Organization for Victim Assistance, *Fundraising and Victim Services* (Washington, D.C.: 1982).
8. Cronin and Bourque, "National Evaluation Program," pp. 52, 72, 76.
9. Marjorie Susman and Carol Holt Vittert, "Building a Solution: A Practical Guide for Establishing Crime Victim Service Agencies" (St. Louis: National Council of Jewish Women, St. Louis Section, 1980), p. 19.
10. Emilio C. Viano, Herbert Jones, Margaret Neuse, James Schiller, Ora Spaid, and Sheldon Steinberg, "Victim/Witness Services Participant's Handbook" (Washington, D.C.: University Research Corporation, 1977).
11. Cronin and Bourque, "National Evaluation Program," pp. 52, 72, 76.
12. Victoria H. Jaycox and Lawrence J. Center, "Creating a Senior Victim/Witness Volunteer Corps: A Manual" (Washington, D.C.: The National Council of Senior Citizens, March 1982), p. 43.

Chapter 4: Establishing and Maintaining a Program Network¹

To be successful, the victim witness program must establish and maintain mutually beneficial relationships with each component of the criminal justice system and with other human service providers. Working together effectively involves two elements. First, the parties must have an explicit agreement about how cooperation will be implemented. Their understanding may be informal (based on telephone calls or meetings) or highly codified (written into contracts). Second, all parties should secure some advantages from and provide some benefits to each other—or at least be prepared to reciprocate if called upon for help.

There are four major reasons to establish networks:

- *To gain access to victims and witnesses.* Police, prosecutors, or social service agencies can refer clients, or provide access to records from which to identify them.
- *To identify other resources in the community which can help victims and witnesses.* Few programs can expect to provide all the help their clients need. Other organizations which can fill these service gaps must be found.
- *To improve treatment of victims and witnesses by other organizations.* Working with criminal justice and social welfare system agencies can provide an entree for assisting these groups to take responsibility, where appropriate, for responding to specific needs of crime victims and witnesses.
- *To develop and institutionalize program support.* Providing services to other agencies, particularly police and prosecutors, and demonstrating to them how services to victims and witnesses typically benefit these agencies, can stimulate support in funding efforts.

Planners and staff should keep five considerations in mind as they develop and maintain their network. First, it is not necessary to secure the cooperation of all—or even the majority—of the individual police officers, prosecutors, or social workers in an agency in order to develop a constructive working relationship with that organization, nor must the degree of cooperation with each person in the agency be uniformly high. For example, most programs find that some prosecutors work frequently with the staff, many utilize them only occasionally, and a few never interact with them.

Second, it is usually helpful to identify key individuals in an organization—not necessarily only supervisors—who

have the respect of their colleagues and to work hard to gain their support in the hope that they will recommend the program to other personnel.

Third, networks are never established once and for all; they require continuous monitoring and adjustment as organizations change their objectives, services, or staff.

Fourth, approaches that serve to establish cooperation may not be necessary to maintain good relations. Some programs begin by responding to police requests for assistance with non-victims in order to build a working relationship with law enforcement agencies, but are later compelled by limited resources to restrict their service to bona fide crime victims. Even the Scottsdale Police Crisis Intervention Unit, sponsored by the police department, eventually had to turn down requests from officers to help with drunk and disorderly cases.

Finally, success in gaining the cooperation of other agencies requires victim witness staff to be reliable, accessible, and accommodating. *Reliability* requires program staff to do what they say they will do. Many police express frustration with the social service system because they feel public welfare agencies fail to provide the services they promise. *Accessibility* entails being available immediately and at all hours to answer requests for help, at least in the initial stages of a program. Once again, some police are discouraged by social service agencies that close their doors at 5 p.m. and are unavailable on weekends.² The Minneapolis and Scottsdale programs are available around-the-clock in an effort not only to help victims but also to aid police. *Accommodation* requires wearing appropriate attire and not promoting points of view that may be interpreted a politically or socially radical. Accommodation also involves bending program rules at times to handle referrals that may not be within a program's mandate, such as automobile accidents and attempted suicides.

Virtually all of the program staff, criminal justice system personnel, and victim-witness experts contacted in this study stressed the importance of being realistic in establishing and maintaining networks. Specifically, they spoke of the need to be sensitive to potential sources of friction or difficulty in working with different groups, to recognize that building networks and establishing credibility take time, and to guard against being naively optimistic or prematurely discouraged.

In working with the criminal justice system and social service agencies, a program should also encourage and assist these groups to assume increasing responsibility for meeting the needs of victims and witnesses. Chapter 5 suggests which victim witness services police, prosecutors, and judges, and

social welfare workers, can appropriately undertake as a normal part of their jobs. However, only by establishing and sustaining close and mutually beneficial relations with these groups will a program be in a position to help them do their part.

Working with Law Enforcement

There are a variety of specific ways programs can initiate, strengthen, and maintain a strong working relationship with law enforcement agencies and individual police officers.

Approaches to gaining cooperation. Contacting police for planning and liaison purposes requires a *good understanding of the nature of police work* and the idiosyncracies of the law enforcement agencies with which the program intends to work. Chapter 2 suggests a number of ways to learn about the police, including interviews, informal chats, and direct observation. Ride-alongs can be particularly beneficial for learning first-hand what police work entails and for building rapport between program staff and individual officers. Both the Minneapolis and Scottsdale programs used ride-alongs for these purposes; indeed, the Scottsdale staff spent one shift a week for a year on the road with police officers. Ride-alongs are also useful at any time to refresh staff about what goes on in the field and to maintain rapport between program staff and line officers. Programs can also ask the police to provide training or orientation sessions for program staff, focusing on the nature of law enforcement and the problems officers experience with victims and witnesses.

Finding the "right" persons to talk with in a law enforcement agency is essential.³ These may include the police chief or sheriff, whose approval and active support are essential; key policy makers who are sympathetic to the concept of victim services and are respected by the department hierarchy; and line officers who will directly benefit from the program, have the respect of their colleagues, and are not afraid to advocate for change within the department.

The Scottsdale program found that the willingness of police officers to work with the program was contingent on the attitude of their sergeants, and it therefore targeted the sergeants for special attention. Programs that plan to engage in on-the-scene assistance will need to work with patrol officers; programs that expect to become involved at the investigation stage will want to cultivate rapport with detectives. The order in which to approach these individuals will vary according to their attitudes and accessibility. Program directors interviewed pointed out that rather than approaching the chief first, it is often wiser to secure the support of another officer whom the chief respects and uses as an "idea man."

Police departments wishing to work with victim witness programs will need to make some decisions of their own regarding the best way to encourage officers to use the program. In general, neither a neutral approach (leaving the

choice up to the individual officer) nor an authoritarian approach (mandating cooperation by police personnel) is especially effective. Neutrality usually fosters indifference, while commands often create resentment and resistance. The most effective strategy normally is to ensure that officers are thoroughly familiar with the program's purposes and activities and understand clearly that helping victims and witnesses will help them, too. One way this awareness can be created best is through training sessions conducted by program staff.

Involving police in program planning at an early stage can be very useful. Guidelines for how the two organizations will work together can be developed from the start, dealing with specific issues such as sharing arrest reports and whether program staff will talk with rape victims before, after, or while police investigators question them. The Victim Service Council in St. Louis County formed an advisory board that included three police representatives, including the county superintendent of police and the police chief of the largest municipal police department in the county. The police members of the advisory board helped the program to develop a reliable method for screening clients.

In working with law enforcement agencies, the program might well consider designating one person in the program and another in the police or sheriff's department to act as liaisons between the two organizations. Designating contacts helps prevent miscommunication and diffusion of responsibility.

Providing training for police can facilitate working together in two ways. First, it makes officers aware of the program, informs them of what it does, indicates when they should call upon it, and points out how it can be advantageous to them. Second, training helps police identify strategies for responding to victims and witnesses in ways that may increase cooperativeness and improve the quality of evidence, and also reduce police stress. Staff of Scottsdale's Police Crisis Intervention Unit provide four hours of training for every new officer and assist with in-service training in such areas as child abuse and domestic violence. The director of the Middlesex County (Massachusetts) Victim Witness Service Bureau met with the police chief of the largest city served by the program to discuss an increase in reported cases of rape and child abuse and his officers' skills in handling these crimes. With the chief's assistance, she arranged to hold workshops on the problems of working with rape victims, at which chemists and the director of a local hospital rape crisis center discussed the preservation of evidence and tests that hospitals can perform. Two days after one of these sessions, an officer obliged to work with a rape victim reported that, as a result of the training, he felt more confident in what he was doing, did not rush the interview, and, recognizing the importance of making the victim feel safe, avoided accusatory questions.

Many programs conduct ten or fifteen minute briefing sessions at roll calls, to take advantage of the one time when all officers are easily accessible. The Minneapolis/St. Paul program found that attending the midnight shift roll call helps convince police that program staff are dedicated. It may be helpful at these sessions to call on a police officer to describe how the program has benefited him or her, so that officers hear the story from one of their own.

Initial training and briefing sessions for police should include explicit statements that the program does not intend to interfere with police operations in any way. As a matter of strategy, staff should not emphasize concerns over the emotional well-being of victims or officers; instead, they should focus on concrete benefits to the police department. (See the discussion of benefits to police below.) More generally, the program should make a concerted effort to avoid the "bleeding heart" image many police may initially--and for a long time--have of program staff. (At the same time, the program should not downplay the advantages it expects to gain by cooperating with the police. Law enforcement officers know that most people who come to them want help, and they prefer that people be straightforward in asking for what they want.)

After a secure working relationship has been established between the program and police, the program can arrange with the chief or sheriff to train law enforcement staff in victim witness issues and services. Program staff or other experts can provide training in many of the services described in Chapter 5, such as crisis intervention, working with sexual abuse victims and children, and expediting property return.

Program staff can *capitalize on previous contacts* and establish their own informal contacts with line officers with whom they hope to work. His eight years' experience as an Oakland police officer sometimes assists the program director of the Alameda County program in working with local police departments. The director of the Greenville unit built on the good relationships she had previously established with police as the director of a rape crisis center. The director of the Portland Victim Assistance Program uses her husband's position as trainer for the Portland Trailblazers basketball team and co-owner of an athletic supply store as a topic of conversation with sports-minded police officers.

The staff can also encourage police to stop by the program office to chat, or go down to the stationhouse themselves to pass a few minutes in conversation. The Minneapolis/St. Paul program had an open house for police at its inception and encouraged them to stop in at any time for coffee. Scottsdale program staff spend an hour or two a week passing the time of day with officers in the law enforcement center.

Most programs have found that the single most effective means of securing and maintaining cooperation with police is *word of mouth among police officers*. When one officer

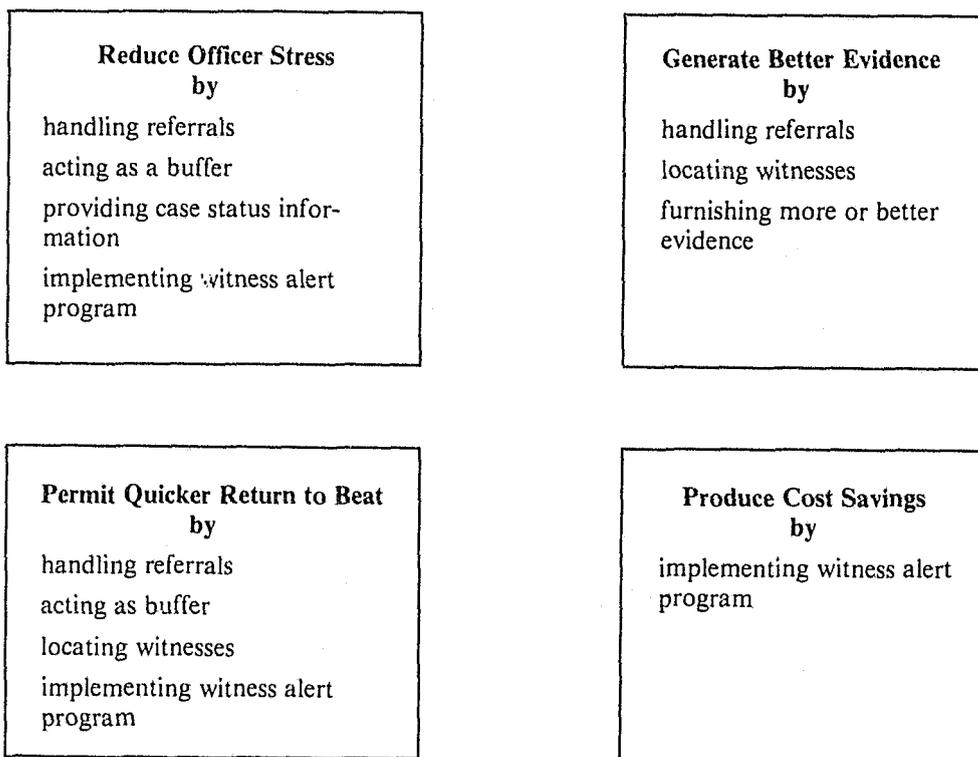
has a good experience with the program, he or she can pass the information on to other officers with a power of persuasion that no sales pitch can match. The robbery detail in Alameda County was very cool toward the Victim Witness Assistance Program until one staff member worked with an officer on a case of sexual assault and robbery. She established a good rapport with the officer, based on her personality and her ability to relieve the pressure on him to deal with the victim's emotional and financial problems. As a result of this single felicitous interaction, the program began getting regular calls from the other officers in the robbery unit. Similarly, when a new officer in the Greenville Police Department finally admitted that the family of a homicide victim was "driving me nuts," an experienced officer was overheard telling him to call the Victim/Witness Assistance Unit to help and support the family.

Often these initial experiences in working together are accidental, but they may also represent the result of sustained effort on the part of program staff to provide services that directly meet the needs of officers (sometimes independent of whether those services specifically address the needs of victims or witnesses). Ultimately, establishing and maintaining a useful working relationship with the police depends on doing things for officers that benefit *them*.

Program benefits to police. Victim witness programs can perform six activities that will provide material assistance to law enforcement agencies yet at the same time assist victims and witnesses. These activities benefit the agencies by reducing police stress, permitting faster return to beat or patrol duty, providing additional or better evidence, or producing cost savings. Figure 15 indicates how each of the six activities provides one or more of these benefits.

Handle referrals. The most common and important benefit to police is to handle victims referred by law enforcement officers. Police requests can range from on-the-scene comforting of distraught victims, to legal aid in a civil suit, to free meals until stolen food stamps have been replaced. Accepting these referrals may benefit police by saving time and reducing stress. Police have told many programs that they find it tremendously helpful to have one telephone number to call for referring victims and witnesses for any type of service.⁴ As a result, officers do not have to leave an agitated victim with an unsatisfying, "Sorry I can't help you." Although all law enforcement officers should be trained to respond to victims--and more and more departments are offering such training--many police still feel limited in consoling upset victims, or question the extent to which it should be part of their job. Often, they are relieved to have support in this task. Accepting police referrals, especially when they occur on-the-scene, can also enable police to return to their beat more quickly than when they have to provide solace to victims or personally locate sources of help for them.

Figure 15
Potential Benefits of Specific Program Services to Police



Some officers may refer people who are not the victims of a crime to the program for precisely the same reasons: to save time, solve problems, and relieve stress. Up to one-third of police referrals may be non-victims.⁵ Law enforcement officers, after all, respond to a full range of emergencies and may view competent victim-witness staff as an effective resource for people in trouble. Nearly two-thirds of the clients in the Scottsdale Police Crisis Intervention Unit have not been victims of crimes immediately prior to referral; rather, they consist of such groups as juvenile runaways, mentally disoriented individuals, and vagrants. Other programs, such as the Pima County Victim Witness Advocate Program, serve victims of automobile accidents and survivors of suicide attempts. The Minneapolis/St. Paul program was asked to deal with a deaf and dumb family that was disturbing the neighborhood. It was also called to board up a house that burned down. (Staff assisted in the first request, but not the second.) On another occasion, police called about a drunken nude woman cavorting in public with

whom they were having difficulty. The program dispatched two women volunteers to handle the problem.

Programs may need to set limits on helping non-crime victims, in order to avoid overextending themselves. Two considerations should be kept in mind in making this decision. First, when a program starts operations, officers may test to see if the program is truly willing and able to help them. The Lawrence, Massachusetts, Victim/Witness Assistance Program felt it was being tested, for example, when police called for help with a lost three-year-old boy who spoke no English. The program director responded to the call and arranged with the Department of Social Welfare to place the child in a foster home until his parents could be found. If program staff feel they are being tested, they may want initially to provide assistance and later, after a firm working relationship has been established, tactfully decline to handle certain or all referrals who are not crime victims.

However, some programs have decided that the benefits they derive from the police are too substantial to turn down such

requests. Although the Pima County Victim Witness Advocate Program did not originally plan to assist non-crime victims, it decided to do so when it discovered that police felt they spent inordinant amounts of time on such individuals and expected the program to assist them if it was serious about saving the community law enforcement expenses. As a result, the program included non-victims among its target audiences.⁶

Serve a buffering role. The Greenville Police Department homicide unit appreciates the ability of the Victim/Witness Assistance Unit to comfort the victim's family so that detectives can work uninterrupted while examining the crime scene and questioning witnesses. The homicide unit also finds it helpful to refer the surviving family members to the program to answer repeated questions about the progress of the case, and program staff frequently explain to victims and witnesses about the occupational stress that may make some police appear curt. Portland police indicate that the victim witness staff can deflect public hostility away from officers, for example by explaining to victims why no arrest has been made in a case (as when police have not observed a misdemeanor) or why charges will not be filed (as when a legal technicality prevents prosecution).

The buffering role can reduce police stress and save officers time. In addition, these activities can improve the image of the police with the community. Over time, and with training, however, law enforcement officers themselves can answer many of the questions victims have about their case.

Help locate witnesses. Police who are serving subpoenas or seeking witnesses for evidence often find that victims and witnesses have moved without leaving a forwarding address, or that they gave a false address when questioned at the scene of the crime. Milwaukee's Victim Witness Services program at one time located 600 individuals a year for whom successful service of process would not otherwise have been possible.⁷

Provide case status information. Police frequently never hear the results of the cases in which they have been involved, and are therefore unaware of the outcome of their efforts in making an arrest or interrogating victims and witnesses. Without learning the outcome of cases, police cannot gauge how to handle the victim who comes to their attention a second time—for example, a battered spouse who previously refused to press charges. Victim witness programs can establish procedures for routinely informing police of the outcome of each case or certain types of cases.

Furnish better or more evidence. Although there is no proof that victim witness programs increase police investigative efficiency, many law enforcement officers report that programs do indeed improve the information and evidence provided by victims and witnesses. A staff member who can calm people and address their emotional and financial needs may enable them to concentrate on providing accurate in-

formation. Training police in how to handle victims with sensitivity also serves to improve the quality of the information or evidence victims provide.

Police also cite instances in which program staff discovered information that investigating officers had been unable to obtain. Several officers, for example, said that program staff learned from rape victims that forced sodomy or oral sex had occurred, enabling investigators to file additional charges against the offender. On occasion, program staff have been able to secure information from children that police had not discovered. Staff can also provide information that can help police assess how credible severely upset witnesses will be if called upon to testify in open court.

Some program staff have developed special interests that make them particularly valuable to police in interrogating victims and witnesses. For several years, the Minneapolis/St. Paul Crime Victim Centers employed a member who was skilled in sign language, a talent that police found helpful in a city where a school for the deaf has attracted several thousand deaf and speech-impaired residents.

Program staff must be careful, however, not to act as investigators. Information passed on to police should be limited to what they learn inadvertently, as part of the advocacy or counseling activities, or what police have explicitly asked them to find out from a client.

Implement a witness alert program for police. Several programs have established a stand-by system for notifying police shortly before their testimony is needed in court, thereby reducing the time officers have to wait in court for their case to be called, and eliminating unnecessary trips when a case is continued or dismissed. The Pima County Victim-Witness Advocate Program estimated that its alert system saved \$8,110 in police overtime pay for one month alone. Milwaukee County's Victim Witness Services program calculated that reducing officer trips to court resulted in a 4.2 percent reduction in police overtime hours, representing an annual decrease of 7,575 hours and a savings of \$66,000.⁸ In the long run, however, the courts can best perform this activity and, in the process, demonstrate their commitment to improving police efficiency and reducing law enforcement costs by minimizing the time police witnesses spend waiting in court.

Potential difficulties in working with police. By following these steps for gaining the cooperation of law enforcement agencies, and by providing at least some of these services that officers find helpful, most programs have been able to work productively with police. However, program staff reported that establishing effective cooperation can be time-consuming and difficult. The Pima County program required a year and a half to effect a smooth working relationship with the police.⁹ Alameda County's Victim Witness Assistance Program experienced problems even though its director was a former police officer, and Scott-

sdale's Police Crisis Intervention Unit encountered difficulties even though the program was initiated and administered by the police department.

Some of the difficulties that programs may encounter result from certain attitudes that researchers¹⁰ and many program staff report having found among many law enforcement officers. For example, programs have found that some police tend to be distrustful of outsiders, while others are particularly skeptical of "social workers," whom they view as naive and unsympathetic to the needs of law enforcement. Many officers dislike change and may fear that outsiders will interfere with or question their procedures, challenge their competence, or create additional work for them. Police officers, like many of the rest of us, may blame victims for their victimization and find it difficult to sympathize with the ministrations of anyone on behalf of victims. Government and volunteer programs are also seen by some officers as ephemeral or as boondoggles not worthy of support until they have proven their stability and seriousness.¹¹

Given these attitudes, some police may be initially predisposed to regard victim assistance programs with suspicion or hostility, and to test program staff with hazing experiments, male chauvinist jokes, put-downs, and explicit descriptions of murder and sexual assault cases.¹²

Some departments very legitimately believe that it is legally or ethically improper for them to disclose information on victims to individuals outside the criminal justice system.¹³ This concern has a statutory basis in some jurisdictions. Some law enforcement officers are also apprehensive that victim witness program staff will not keep information confidential, thereby jeopardizing the solution of a case. In addition, police investigators may be afraid that victim witness staff will ask leading questions that will compromise a case, especially where children are involved, by making it seem that the program planted ideas in the victim's mind about how to testify.

Finally, many programs have found that working with police is hampered because officers are unfamiliar with what the program does or have an erroneous impression of its purpose and availability.

Figure 16 provides a summary of potential difficulties in working with police and reviews the actions programs can take to resolve any problems they encounter. The figure also reinforces the evidence that, although it requires sensitivity and hard work to gain the cooperation of law enforcement agencies, doing so is entirely feasible.

Working with Prosecutors

Establishing liaison with prosecutors is often more quickly accomplished than with police, because the benefits to deputy district attorneys tend to be more obvious and immediate.

Approaches to gaining cooperation. Many of the same

strategies for establishing and maintaining a working relationship with police serve equally well with prosecutors: learning about their attitudes and problems in the local community, asking them to train program staff in how cases are handled, contacting the most receptive individuals in the office first, involving prosecutors in program planning, training district attorneys to use the program, and relying on word of mouth to stimulate expanded use of the program. It is especially important to secure the active support of the chief prosecutor. An evaluation of eight programs sponsored by district attorneys concluded that the single most important factor in making these victim witness units viable and productive was the support and interest of the district attorney: "If the victim-witness effort is clearly one of his priorities and he contributes both moral and organizational support, its chances of success are greatly increased. His support alone will not make it go . . . but absent that support the chances of its success are virtually non-existent."¹⁴

Programs report having found these specific strategies to be useful for gaining prosecutor cooperation:

- Conduct a needs assessment or draw on existing research¹⁵ to document how victims and witnesses fail to cooperate fully with prosecutors because they are dissatisfied with the way they are treated by the criminal justice system.
- Present valuable case information to each newly hired prosecutor as soon as possible after he or she joins the office to establish the role the program can play in case processing.
- Provide orientation to the program for newly hired prosecutors; have the district attorney introduce and endorse the program.
- Never disagree with prosecutor decisions about how to handle a case. Build trust first; once trust has developed, present alternatives, when appropriate, to how the case is being handled, but do not give advice or instructions.
- Do not be overenthusiastic about cases or appear to be emotionally involved in them, unless the prosecuting attorney shares the excitement or concern. Be business-like and low-key.
- Do not underestimate the initial impression made by dress, manner, and tone. In the courthouse, especially, prosecutors expect decorum.
- Do not take notes of conversations with victims and witnesses if the program is in a jurisdiction in which staff can be subpoenaed and required to produce this information in court.

As with police, the most effective strategy for establishing and maintaining collaboration with district attorneys is to focus, at least initially, on some of the victim and witness

Figure 16 Summary of Potential Difficulties in Working with Law Enforcement Agencies and Strategies for Resolving Them

Potential Difficulties	Solutions	Benefits to Police
<ul style="list-style-type: none"> • Attitudes that hinder cooperation <ul style="list-style-type: none"> —mistrust of outsiders —skepticism of social workers —anticipation of pressure to change and negative evaluations of their competence —perception of government and volunteer programs as ephemeral boondoggles • Concerns regarding ethics and legality of disclosing information about victims • Lack of awareness of program's existence or activities 	<ol style="list-style-type: none"> 1. Learn about and understand police attitudes and problems <ul style="list-style-type: none"> —participate in ride-alongs —attend roll calls —talk with line officers —request staff training by police 2. Find the "right" persons to talk to <ul style="list-style-type: none"> —secure police chief's support —find sympathetic key policymakers to act as advocates to chief and line officers 3. Involve police in program planning 4. Train and brief police <ul style="list-style-type: none"> —brief on how to work with program —instruct on how to handle victims and witnesses 5. Capitalize on previous contacts 6. Rely on word-of-mouth 7. Provide benefits to police (see last column) 	<ol style="list-style-type: none"> 1. Handle referrals <ul style="list-style-type: none"> —consider handling some non-crime victims, too 2. Act as a buffer 3. Help locate witnesses 4. Provide case status information 5. Furnish better or more evidence 6. Establish witness alert program for police witnesses 7. Train police in stress management, crisis intervention, setting up their own witness alert programs, etc.

services which also provide the most benefit to prosecutors. A knowledge of these forms of aid is essential for gaining cooperation from district and city attorneys.

Program benefits to prosecutors. Victim witness programs can assist prosecutors in a number of ways, the most common and helpful of which are to explain court procedures to witnesses and to notify witnesses of court dates. The end result may be increased conviction rates—or at least fewer dismissals for lack of complaining witnesses or poor witness cooperation. Figure 17, adapted from the National Evaluation Program assessment, depicts the logic behind the concept of how helping victims and witnesses may benefit prosecution.

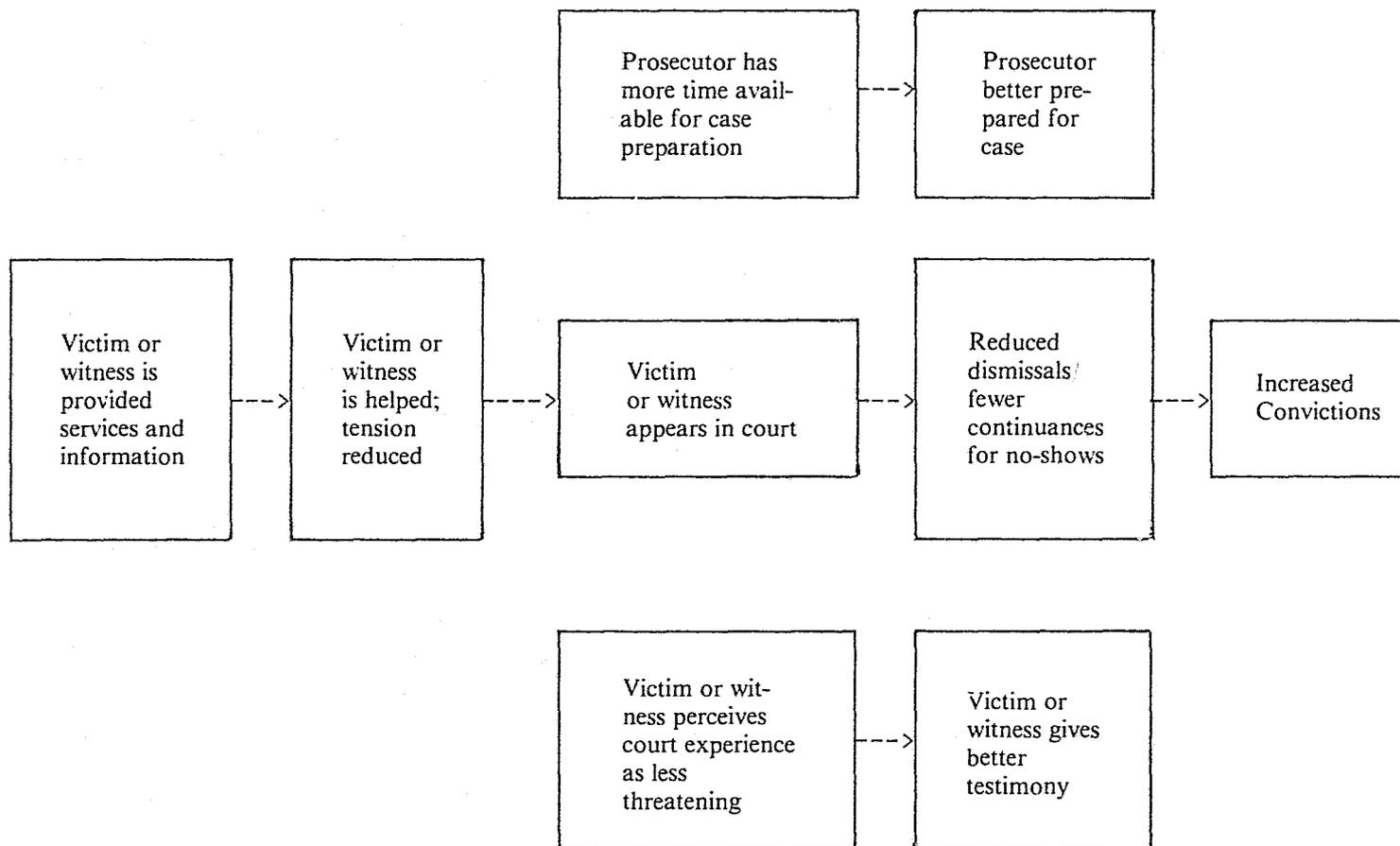
By allaying some of the fears victims and witnesses may have about testifying, and by instilling a positive attitude toward the criminal justice system, *court orientation* enables them to concentrate on providing good evidence. Programs that

provide this service enable prosecutors to spend less time explaining court procedures to victims and witnesses and more time on strictly prosecutorial functions.

A second benefit to prosecutors is *witness notification*. Taking on some or all of the responsibility for contacting witnesses helps ensure that they appear in court, and on time, reducing the burden on prosecutors for conducting this essentially clerical task. Providing telephone alert services was ranked the single most important help to district attorneys by prosecutors in eight prosecutor-based programs.¹⁶

Staff in programs contacted for this study indicated that *counseling* victims and witnesses was another significant help to prosecutors. Many attorneys feel that providing emotional support or giving advice is tangential to their jobs or feel they are not qualified to counsel. District attorneys also report they are often uncomfortable talking with rape vic-

Figure 17
Logic Chain Depicting How Helping Victims and Witnesses May Benefit Prosecution*



*Adapted from Roberta C. Cronin, "National Evaluation Program," pp. 39, 59.

tims, battered spouses, and victims of child molestation. They appreciate it when program staff can calm anxious victims, prepare them for the embarrassing questions prosecutors may have to ask them, "desensitize" them to the necessity of providing explicit descriptions of what happened to them, and in general create a positive attitude toward the criminal justice system— all of which improves their motivation and ability to be effective witnesses. Closely related to this activity is helping victims to "hang tough" in the face of the not insignificant incentives to drop the case. The St. Paul City Attorney informs all battered women who want to drop charges that they must first go to the Crime Victim Centers for an evaluation of their problem and for information on the possible consequences of not seeing the case through; the program then attempts to assist the victim in continuing the case and recommends to the prosecutor whether to dismiss or prosecute based on the victim's willingness and ability to proceed.

Both the National Evaluation Program assessment¹⁷ and the six site visits confirm that program staff at times provide valuable *witness information* to prosecutors, and that prosecutors proceed differently when they have such information. As noted earlier, a program sometimes uncovers information from sexual assault victims that leads to additional charges against an accused rapist. Even passing comments can be revealing and helpful to the district attorney. Program staff in the Alameda County Victim Witness Assistance Program learned that an elderly rape victim was mentally ill, had once been a madam, and accepted \$5.00 after the assault; forewarned with this knowledge, which had not been revealed in the preliminary hearing, the district attorney decided on a pre-trial offer, rather than expending resources on a trial which he felt he would be very unlikely to win. (Some prosecutors, however, are wary of program staff securing evidence, partly because this is the prosecutor's job and partly because they fear that program involvement at this level may compromise the legality of a case, by making it seem that outside influence was exerted on witnesses to testify in certain ways. Each program must find out the preferences and policies of individual prosecutors in their jurisdictions.)

Many programs provide information that can help prosecutors *assess victims' and witnesses' ability to testify*, particularly, children, rape victims, and elderly victims. Program staff in Greenville will, upon request, attend preliminary hearings and report on the behavior of witnesses in order to help the district attorney decide whether they have the credibility to justify pressing for trial. When the person responsible for handling child molestation cases for the Alameda County program is not sure if a child is able to withstand the rigors of a trial, she makes an appointment to visit the victim at the family's home. After talking with the child, she reports to the district attorney whether the child appears to know the difference between a lie and the

truth, is articulate, needs to build rapport with the prosecutor before the preliminary hearing, can sit still without squirming or losing interest, and requires (or would be embarrassed by) the presence of family or program staff in the courtroom.

Program staff often act as a *buffer* between prosecutors and victims and witnesses, just as they do for police. Staff can prepare victims for possibly unfavorable trial outcomes or negotiated settlements that appear to let the defendant off easily. After the fact, staff can explain why a defendant was let out on bail, why a case was dismissed, or why an offender received a light sentence. A staff member of Portland's Victim Assistance Program was asked to console a murder victim's father, who was not permitted in the courtroom because the district attorney was afraid of the disturbance the man might create; the investigating police officer had tried to talk to the father and only alienated him further. The program staff person did the job, in part by promising to sit in on the trial and keep him informed of what transpired.

Programs assist prosecutors with *witness management* activities. These include providing transportation for witnesses who would otherwise be unable or unwilling to appear, handling travel and accommodations for out-of-town witnesses, and obtaining relief for victims and witnesses who have been threatened by defendants or the defendants' families. When needed, St. Louis County's Victim Service Council finds alternative living arrangements for intimidated witnesses until they can relocate themselves. The Alameda County program secured a subsidized apartment for a witness who observed a burglary by a drug ring while residing in a public housing project.

Programs can consider furnishing some or all of these services to victims and witnesses that visibly benefit prosecutors. However, in the long run, district and city attorney offices, like law enforcement agencies, are best suited to provide a number of them, such as orienting witnesses to the criminal justice system, placing selected witnesses on call, and explaining potential or actual unfavorable trial outcomes. For example, programs can begin by offering to counsel sexual assault victims and witnesses; ultimately, however, the district attorney should train prosecutors in how to question rape victims and victims of child molestation both effectively and without unnecessary discomfort to the victim or to the prosecutor. Program staff can offer to conduct the training or secure training experts from another organization in the community.

Potential difficulties in working with prosecutors. Although there are a variety of ways that programs have gained the cooperation of prosecutors, working with deputy district attorneys can sometimes be difficult. One program director contacted in this study characterized the first two years of

program operations as "awful," and another reported being ready to quit on several occasions. And both programs were sponsored by a district attorney. Some prosecutors share the same reservations some police have about working with a victim witness program, including suspicion toward outsiders, concerns about confidentiality, and concerns about case control. Much of this reluctance stems from the desire many prosecutors have to exercise complete control over their cases— who talks with witnesses, who has access to files, who contacts defense attorneys, and who confers with judges and probation officers. Program staff and prosecutors contacted in this study reported that prosecutors may be specifically concerned that:

- Victim witness program staff will be watchdogs, looking over prosecutors' shoulders and ready to criticize their handling of a case.
- Program staff may secure information from victims and witnesses that is discoverable in court and which may compromise a case. (The program director of the Lawrence, Massachusetts, Victim Witness Assistance Program was called to testify for the defense in a case and was accused of forcing a reluctant witness to testify.)
- Staff may give the victim a false impression of how strong the case is (because they hear only the victim's side or are unaware of a legal problem that weakens the case), whether the case will be prosecuted, or what the sentence will be. An embarrassed district attorney may then have to explain why the case was plea bargained, dismissed, or lost, or why a light sentence was imposed.
- Program staff may urge prosecutors to pursue cases which have insufficient evidence or which present legal barriers to prosecution.
- Less often, staff may urge district attorneys to dismiss certain cases— for example, those involving a reluctant rape victim or the distraught victim of child molestation—which the district attorney feels should be prosecuted.
- Program staff may discuss confidential case information with friends or, worse, with defense attorneys or defendants.

Figure 18 lists the potential difficulties programs may experience working with prosecutors and suggests ways of resolving them.

Working with Judges

Any good victim witness program also needs judicial involvement.¹⁸ For example, judges alone can provide an opportunity to advocate on behalf of victims at sentencing,

allow program staff to accompany troubled victims during court proceedings, and expedite trials of cases involving sensitive victims.

Programs that work with judges assist them principally by helping witnesses to maintain emotional control in the courtroom. Many judges dislike interruptions from witnesses who become distraught on the stand and appreciate a program's ability to facilitate the smooth operation of the proceedings. A judge in Alameda County, noticing that a witness was trembling severely when taking the oath, allowed a program staff member to sit next to her during the trial. In cases where a witness has become too upset to continue, judges in several jurisdictions have called for a program staff member to come to the courtroom, take the witness aside, and help her or him regain composure so the trial can proceed.

Another service some programs provide to judges is the preparation of victim impact statements and recommendations for restitution. Some judges request that program staff be present during sentencing in important cases to provide impact reports. In a case in which three rape victims were too frightened to explain to the judge directly how the crime had affected them, a staff member of the Middlesex County (Massachusetts) Victim Witness Service Bureau had the women submit letters of explanation; the judge also called the staff member to testify on how the crime had affected the victims' family life and jobs and what they felt the disposition of the case should be.

Establishing working relationships with the judiciary can be difficult, however, in part because the areas in which cooperation can be useful are limited and in part because judges tend to resent activities they consider an infringement of their autonomy. When one program sent case disposition notices to program clients, some of the victims then telephoned judges to complain about what they thought were lenient sentences. Staff of the same program also invited victims to attend sentencing procedures. Both activities infuriated several judges. The program resolved the conflict by handling victim complaints itself, thereby shielding judges from the ire of disappointed victims. The program also included detailed information in disposition letters, clarifying the ways in which conditions make the probation sentence a more severe penalty than might otherwise appear to be the case. This was not an ideal solution, however, since judges need to know how important their sentencing practices are to victims. Sitting down and talking with the judiciary before instituting practices that may affect judges is essential to prevent misunderstandings and identify areas of mutual benefit. Program staff can identify possible areas of mutual benefit by reviewing the statement of Recommended Judicial Practices adopted at the National Conference of the Judiciary on the Rights of Victims of Crime, December 1983.¹⁹

Figure 18
Summary of Potential Difficulties in Working with Prosecutors
and Strategies for Resolving Them

Potential Difficulties

- Attitudes that hinder cooperation
 - wanting complete control over cases
 - mistrust of non-attorneys
- Concerns regarding confidentiality of case information
- Concerns about victim witness program staff misunderstanding the criminal justice system or the competing pressures on prosecutors

Solutions

1. Learn about and understand prosecutor attitudes and problems
2. Find the “right” persons to talk to
 - secure Chief Prosecutor’s support
 - find receptive spokespersons in the office to act as advocates to the chief prosecutor and other prosecutors
3. Involve the prosecutor’s office in program planning
4. Train prosecutors
 - brief on how to work with program
 - instruct on how to handle witnesses
5. Rely on word-of-mouth
6. Provide benefits to prosecutors (see last column)

Program Activities That Benefit Prosecutors

1. Furnish court orientation services to victims and witnesses
2. Conduct witness notification functions
3. Counsel victims and witnesses
4. Provide witness information about the case to prosecutors
5. Provide prosecutors with information regarding victims’ and witnesses’ ability to testify
6. Act as buffer between prosecutors and witnesses
7. Conduct witness management tasks
8. Satisfy prosecutor wishes to help victims and witnesses
9. Provide positive image for district attorney’s office

Addressing Potential Conflicts of Interest

For the most part, programs have found that helping the criminal justice system and serving victims and witnesses are one and the same thing. However, there are potential conflicts between doing what is in the victim’s best interest and efficiently and successfully processing cases. While the National Evaluation Program assessment did not find that conflicts between system efficiency and victim restoration were a salient problem for most program staff,²⁰ a study of innovative programs in the criminal justice system found tension between victim witness programs and the criminal justice system to be a consistent theme.²¹ Our own study suggests that most program staff are aware of the potential for conflict and take precautions to avoid overt disagreement. As the director of a prosecutor-based program remarked, “You’re always deciding whether you’re working

for the district attorney or the victim.”

The most frequent and least easily resolved dissension occurs with prosecutors. As noted earlier, program staff sometimes disagree with prosecutors about whether to prosecute a case. A city attorney in Minneapolis refused to file charges in a case in which a paranoid schizophrenic woman had been assaulted, because he felt she would not be a credible witness in court; program staff arranged to have a complaint issued and, because it then appeared the case would go forward, the defendant confessed. In Alameda County, Victim Witness Assistance Program staff occasionally differ with prosecutors regarding the ability of mentally retarded victims and children to testify.

A second area in which conflict may arise is in terms of sentencing severity, with programs hoping for a stronger sentence than district attorneys are prepared to seek. Some

program staff oppose prosecutors' plea bargains in which no jail time is included, and disagree with reductions in charges that will result in relatively mild penalties.

Some disagreements with criminal justice system personnel are inevitable for programs that engage in victim advocacy. Ultimately, the program is intended to serve victims and witnesses; while ensuring the goodwill and cooperation of police and prosecutors will on occasion require accommodating their concerns and interests, program staff should be able to draw the line when they feel a client's problem is too important to be sacrificed for expediency. The program director should set the example of making victim and witness needs the highest priority and should be receptive to discussing such dilemmas with the staff objectively and nonjudgmentally. In most cases, a program's strong desire to act in a manner that may be contrary to the preferences of other criminal justice professionals should be presented openly to the officers or district attorneys, and the program's position carefully explained.

As an example, the Victim Witness Program in Lawrence, Massachusetts, disagreed with prosecutors over whether a defendant should be required to pay restitution to the victim of a felonious automobile accident. The program persuaded the prosecutor to recommend that restitution be imposed; in addition, by working with the chief prosecutor and having an all-staff meeting to discuss the issue, the office agreed that, where appropriate, district attorneys would routinely request judges to impose restitution orders.

Fortunately, as this case illustrated in the end, the interests of victim witness programs and the criminal justice system usually coincide.

Liaison with Social Service Organizations

Nearly all programs must gain the cooperation of some other community resources, which can provide services that the program itself does not furnish. The Alameda County program constantly refers victims and witnesses to other programs and organizations, most frequently to counseling and therapy groups, shelters, and government social service agencies such as the welfare department and workmen's compensation agency. It also makes referrals for legal services for divorce, custody, restraining orders, and administrative matters such as intervention with the social security system. Many programs make referrals to self-help groups such as Parents United (for parental child abusers), groups formed by parents of murdered children, and Al-Anon (for spouses of alcoholics). Usually, programs come to rely on a few primary referral resources which provide the most appropriate and effective services for their victims and witnesses.

Figure 19 summarizes the major types of agencies and organizations to which programs may find it useful to make referrals.

Approaches to working with social service organizations.

Most programs have found it helpful to contact other organizations by telephone or (preferably) in person. During these calls or meetings, program staff can inform each other of their current activities to avoid duplication of effort. The Portland program defused a conflict with a rape crisis center by holding a joint staff meeting and delineating separate roles for each group: the Victim Assistance Program would help rape victims with court orientation (which the center used to do, but reluctantly), and the rape crisis center would handle victims who did not report the crime to the police.

Many programs have developed and maintained ties with social service organizations by setting up or joining coalitions and task forces of community groups that coordinate services for a particular kind of victim—for example, battered women or sexual assault victims. In addition, program staff sometimes join the boards or attend the meetings of other local social service groups, where they can exchange information with their colleagues and become familiar with each other. At one time, a staff member of the Victim Service Council was on the steering committee of the St. Louis Task Force Against Violence Against Women, while another was the regional representative of the National Coalition Against Sexual Assault. At a Parents United meeting, a staff member of the Alameda County's Child Protective Services met a staff member of the Victim Witness Assistance Program and learned about its services. In the two-and-one half years since that contact, the agency has referred over fifty children to the program for assistance.

By meeting a group's representative at board or task force meetings, or just by having coffee or lunch together, the program can cut through red tape in the future when the agency's assistance is needed for a victim or witness. Programs may also be better able to assess the group's appropriateness for referrals if their acquaintance is the result of in-person meetings rather than telephone contacts or promotional literature. The Alameda County Victim Witness Assistance Program interviews counselors who ask to be placed on its referral list, to determine what kinds of victims they prefer to work with and to appraise their ability and skills.

Programs should also make a point of sending only those victims and witnesses to outside groups who meet their eligibility criteria. This will help maintain the program's credibility and cultivate goodwill. The Alameda County program found that, if it carefully screened the women it sent to local shelters, its referrals would be accepted when other groups were having difficulty finding bed space.

Ultimately, building and maintaining good relationships with social service agencies and groups in the community requires open communication, resourcefulness, and hard work. The Alameda County program enlisted the support of a rape crisis center that was hostile to the criminal justice

Figure 19
Frequently Contacted
Social Service Organizations

- Counseling services
 - private counseling services
 - mental health agencies
 - self-help groups
 - women's groups
 - churches
- Shelters
- Government social service agencies
 - public welfare
 - social security
 - Medicaid/ Medicare
 - Workmen's Compensation
- Legal aid services
- Community crime prevention groups
- Emergency food and financial aid services

system by hiring a person half-time who had helped found the center and was still a volunteer with it. On another occasion, a staff member went to a private child care clinic to secure day care and counseling for a young Asian victim and was told that the clinic needed a letter from the Chinese Community Center, verifying that the child needed immediate care. The staff member secured the letter, returned it to the child care clinic, and obtained the service for the child. The same determination was shown by the Portland program in finding shelter for a non-English speaking Greek woman who had been beaten by her husband. The director called a Greek Orthodox Church, which she located in the Yellow Pages; the church arranged to have the woman housed for a year with a Greek grandmother, who was delighted to have the company.

Fortunately, identifying appropriate referral resources and securing their assistance does not always require such a high investment of time and energy. However, a different kind of commitment is frequently necessary: doing something for these other organizations as a quid pro quo for their assistance. There are two major benefits that victim witness programs can provide to other social service groups: furnishing services to their clients, and training their staff in working with victims.

By *accepting referrals* from other social service agencies, the victim witness program gains access to clients it might otherwise be unable to reach, and at the same time does a favor for these other human service providers which may be reciprocated in the future.

- The Portland Woman's Crisis Line refers rape victims to the Victim Assistance Program whenever court orientation will be helpful for the woman; in exchange, the Line accepts sexual assault victims from the program who need counseling. Similarly, a shelter in St. Paul is always ready to provide bed space for referrals from Crime Victim Centers because, when it sends women to the Centers, program staff provide them with court follow-up, transportation, and assistance in moving their possessions into the shelter at all hours of the day and night.
- Scottsdale's Police Crisis Intervention Unit has helped a local home for runaway girls on several occasions. For example, when three girls ran away and got into an accident in a stolen car, the home called a Crisis Unit worker to find out what happened; the program staff member called a police contact and then called the home back in ten minutes with all the details of the case. As a result of such assistance, the ranch waived its usual waiting requirements to accept a girl the Unit needed to place immediately because she was being molested by her father.

More generally, social service agencies are delighted to have a contact in the district attorney's office or police department whom they can call for information regarding their clients' problems with the criminal justice system. Victim witness programs can well serve as this point of contact.

Many programs also assist social service agencies by *providing staff training* in how to deal with victims of crime, including specialized training sessions on battered women and rape victims. Or the program and a human service provider conduct joint training sessions, which staff from both organizations attend. In this manner, programs can also assist social service organizations themselves to meet the needs of crime victims.

Figure 20
Summary of Potential Difficulties in Working with Social Service Organizations and Strategies for Resolving Them

Obstacles	Solutions	Program Activities That Benefit Other Human Service Groups
1. Lack of available services	1. Develop and show sensitivity to needs of other human service provider groups	1. Accept referrals from other organizations
2. Red tape and impersonal treatment	2. Meet personally with other resource organizations to: --clarify each other's current activities --avoid duplication of effort --identify ways to help each other	2. Serve as single point of contact to give information about the criminal justice system
3. Conflict between client advocacy or social change perspectives of other human service providers and perceived system orientation of prosecutor- and police-based programs	3. Join boards of other organizations and join or form pertinent task forces and coalitions	3. Provide staff training or train each other's staff together
4. Resentment and "turf" problems related to publicly funded program entering the social service scene	4. Get to know personally a single person in each organization who can cut through red tape; have lunch together	4. Provide court orientation services to personnel from other social service organizations who must testify
	5. Communicate constantly, be resourceful, and do the necessary legwork to take advantage of the services available	5. Provide endorsements for qualified human service providers in the community
	6. Provide benefits to social service agencies (see last column)	

Occasionally, programs find other ways in which to benefit social service organizations in the community. The Greenville Victim/Witness Assistance Unit provides court orientation to case workers from the County Department of Social Services when they are subpoenaed to testify. Three shelters in Portland asked the Victim Assistance Program to send letters of recommendation to their funding sources. The St. Louis County program helped an organization to assist battering men by recommending that judges, where

appropriate, require offenders to join the group as a condition of probation.

Difficulties in networking with social service organizations. The most serious difficulty in establishing a social service resource network is identifying agencies and organizations that provide the services that victims and witnesses need. In many jurisdictions there is a shortage of precisely those services victim witness programs are typically unable to fur-

nish, such as food, shelter, financial aid, and free or inexpensive long-term counseling services.

Many programs also come up against red tape in referring victims and witnesses to the services that are available, particularly public agencies. Most of these agencies feel they are already doing the best job they can; they may interpret attempts by a victim witness program to streamline relations as an effort to get them to be more responsive than they feel is possible.

If they are sponsored by district attorney offices or law enforcement agencies, victim witness programs may be suspected by other human service providers of placing the interests of "the system" over those of victims. A rape crisis center in Portland opposed the prosecutor-based Victim Assistance Program's efforts to encourage sexual assault victims to report the crime. Conversely, shelters in the city were concerned that the Victim Witness Program would discourage battered spouses from pressing criminal charges against their husbands. Some of these conflicts are unavoidable. A rape crisis center in one city wanted a sexual assault case prosecuted, but a polygraph showed that the victim lied and the defendant had not; however, the program could not ethically reveal this information as an explanation for why it would not urge the district attorney to pursue the case.

Some programs experience conflict with grassroots organizations which regard them as newcomers invading their territory with the advantage of government funding. The

Minneapolis/St. Paul program inadvertently found itself in this situation when police began referring victims of sexual assault to the new Crime Victim Crisis Centers rather than to an established program with which police were dissatisfied. In addition, grassroots groups may see a publicly funded program as perpetuating the problems it is purportedly trying to correct— such as rape and spouse abuse—by failing to work for social change to address the root causes of these injustices. Both the Alameda County and Portland programs experienced conflict with rape crisis groups for these reasons.

Figure 20 summarizes the major difficulties programs may experience working with social service organizations and reviews the many ways these problems can be effectively resolved.

Developing and maintaining good relationships with law enforcement agencies, prosecutor offices, and social welfare organizations is essential if the program is to act as an effective advocate for victims and witnesses. Cooperation is also indispensable because these other groups may control access to clients or have resources for helping victims and witnesses that the programs themselves cannot develop, due to financial or legal limitations. Networking thus serves the dual function of mitigating a negative impact on the victim or witness and capitalizing on the availability of other resources in the community. In addition, networking can serve as the foundation in encouraging criminal justice and social service agencies to meet victim and witness needs.

Footnotes

1. For the purpose of this document, such terms as networking, linkages, liaison, cooperation, and collaboration are used interchangeably to refer to relationships between organizations that meet the two conditions described in the introduction to this chapter.
2. James H. Ahrens, John Hollister Stein, and Marlene A. Young, "Law Enforcement and Victim Services" (Washington, D.C.: Aurora Associates/National Organization for Victim Assistance, n.d.), p. 49.
3. Nancy Loving, *Working with Police: A Practical Guide for Battered Women's Advocates* (Washington, D.C.: Police Executive Research Forum, 1982), pp. 17, 19; Harry O'Reilly, "The Police Perspective," p. 30.
4. James H. Ahrens et al., "Law Enforcement and Victim Services," p. 30.
5. Ibid, p. 30.
6. Abt Associates Inc., "Exemplary Project Screening and Validation Reports: Four Victim-Witness Programs" (Cambridge, MA: Author, 1978), p. 13/121; David C. Bolin, "The Pima County Victim/Witness Program: Analyzing Its Success," *Evaluation and Change*, Special Issue, 1980, p. 123.
7. Evaluation/Policy Research Associates Ltd./Price Waterhouse and Company, "Final Evaluation Report: Second Year Grant, Milwaukee County Project Turnaround" (Milwaukee: Author, 1978), p. 19.
8. Lois P. Kraft, James D. Marver, and Lawrence G. Brewster, "An Evaluation of the Victim-Witness Advocate Program of Pima County" (Menlo Park, CA: SRI International, 1978), p. 18; Evaluation/Policy Research, "Project Turnaround," p. 16-19.
9. David A. Lowenberg, "An Integrated Victim Services Model," in *Perspectives on Crime Victims*, ed., Burt Galaway and Joe Hudson (St. Louis: C.V. Mosby, 1981), p. 407.
10. Harry O'Reilly, "Victim/Witness Services: The Police Perspective," in *Victim/Witness Programs: Human Services of the 80s*, ed., Emilio C. Viano, (Washington, D.C.: Visage Press, 1980), pp. 14-35; James H. Ahrens, "Law Enforcement and Victim Services," p. 21; Eleanor Chelimsky, "Serving Victims: Agency Incentives and Individual Needs," in *Evaluating Victim Services*, ed., Susan Salasin (Beverly Hills, CA: Sage Publications, 1981), p. 86; John Hollister Stein, "Better Services for Crime Victims: A Prescriptive Package" (Washington, D.C.: Blackstone Institute, 1977), p. 106.
11. For an analysis of the factors that contribute to the formation of police attitudes, see William A. Westley, *Violence and the Police* (Cambridge, MA: MIT Press, 1970); Jerome H. Skolnick, *Justice Without Trial* (New York: John Wiley and Sons, 1966); John Van Maanen, "Working the Street: A Developmental View of Police Behavior," in *The Potential for Reform of Criminal Justice*, ed., Herbert Jacob (Beverly Hills, CA: Sage Publications, 1974).
12. James H. Ahrens, "Law Enforcement and Victim Services," p. 49; Marjorie Susman and Carol Holt Vittert, "Building a Solution: A Practical Guide for Establishing Crime Victim Service Agencies" (St. Louis: National Council of Jewish Women, St. Louis Section, 1980), p. 65.
13. James H. Ahrens, "Law Enforcement and Victim Services," pp. 32-33, 47-48.
14. Arthur D. Little, "Final Evaluation Report," p. 43.
15. E.g., Frank J. Cannavale and William D. Falcon, *Improving Witness Cooperation. Summary Report of the District of Columbia Witness Survey and a Handbook for Witness Management* (Washington, D.C.: U.S. Department of Justice, 1976).
16. Arthur D. Little, "Final Evaluation Report," p. 43.
17. Roberta C. Cronin, "National Evaluation Program," p. 111.
18. For a more complete discussion of how judges can work with a victim assistance program, see Peter Finn, "Collaboration Between the Judiciary and Victim-Witness Assistance Programs," *Judicature* 69(4): 192-198.
19. Statement of Recommended Judicial Practices. Plenary Session of the National Conference of the Judiciary on the Rights of Victims of Crime, The National Judicial College, Reno, Nevada, December 2, 1983. Copies of the recommendations may be obtained by writing The National Institute of Justice/NCJRS, Box 6000, Rockville, MD 20850, or calling (301) 251-5500.
20. Roberta C. Cronin, "National Evaluation Program," p. 25.
21. Phyllis Ellickson, "Integrated Field Notes: Victim Witness Projects" (Santa Monica, CA: The Rand Corporation, July 1982).

Chapter 5: Providing and Supervising Victim Witness Services

Procedures for case processing, training staff, supervising them, and delivering services are of paramount importance in the day-to-day operations of a victim witness program. This chapter addresses these four program activities. In addition, the chapter suggests which services the program can encourage and assist criminal justice system agencies to undertake as a routine part of their job.

Establishing Case Processing Procedures

Identifying clients. Although media coverage of crime victimization makes it seem as if identifying victim and witness would require almost no effort, programs must actively ensure that they are reaching all eligible clients. Among the techniques for doing so are:

- Routinely examining police arrest reports and prosecutor case records.
- Accepting referrals from police, prosecutors, hospitals, community groups, and other social service organizations.
- Generating self-referrals from telephone callers or walk-ins.
- Responding to requests for on-the-scene assistance.

Figure 21 shows the percentage of 25 programs that use each of these client identification sources. In practice, most programs use several sources.

Programs gain access to *police reports and case records* in various ways. Some arrange to have copies of all police reports, or all prosecutor case records, automatically forwarded by clerks. It is time consuming to sort through all reports and records, but doing so allows programs to conduct their own initial screening. Other programs request records clerks to forward copies of reports or records for specific types of cases—for example, cases involving personal injury resulting from violent crime. Alternatively, staff members may examine reports and records in police or prosecutors' offices. While this method draws staff away from program offices, it promotes their visibility among police and prosecutors, who are likely to increase direct referrals once they become familiar with staff members as individuals.

Issues of confidentiality may arise in obtaining information on victims from law enforcement agencies and prosecutor offices. Many states have laws which prohibit police and district attorneys from releasing information on victims to agencies outside the criminal justice system. In St. Louis

County, the Victim Service Council contacted the Superintendent of Police to request access to police reports; upon checking with the county counselor, the superintendent found that under the Sunshine Law there were no restrictions on the release of information during the first thirty days after arrest. The Crime Victim Centers of Minneapolis/St. Paul also confronted the question of confidentiality. Initially, the Centers identified over half of their clients by examining police incident reports. However, when the police made it a policy not to disclose information about victims to the press, they had to deny access to incident reports to the program as well. The Centers arranged to review police complaint cards, which did not pose the same confidentiality problems because they do not necessarily con-

Figure 21
Methods of Client Identification¹

Method	Percentage of programs employing the method ^a (n = 25)
Examining reports and records	
• Police arrest reports	84%
• Prosecutor case records	80%
Accepting referrals from:	
• police	88%
• prosecutors	84%
• social service agencies (including hospitals, community groups, etc.)	84%
Generating self-referrals	
• walk-ins	88%
• phone	92%
Responding to calls for on-the-scene assistance	56%

¹Data from 25-program survey conducted in 1986 as part of this study.

^aTotal exceeds 100% because programs use more than one method of identifying clients.

tain information on victims, but about the person who placed the initial call to the police.

Another method for identifying clients is to *obtain referrals from police, prosecutors, and social service and community agencies*. To generate referrals, programs must establish linkages with these organizations—for example, by conducting orientation sessions for police, prosecutors, and other agencies (see Chapter 4). Attending police roll calls is an effective method of informing line officers about the program and how to use it. Some programs have distributed information cards to officers both for their own information and to pass on to victims. (Information cards should be considered a supplement to other outreach methods. St. Louis County's Victim Service Council found that such cards were not consistently distributed by officers or used by victims. The Victim Assistance Program in Rochester, New York, found that police did not hand out referral cards to victims until officers had received training from the program.¹)

Most programs *receive referrals by phone*. Police officers, assistant district attorneys, or employees in social service or community agencies call the staff to give them a victim's name and phone number and a brief account of the incident. Sometimes officers or prosecutors personally deliver copies of reports or records to program staff. Referrals also occur informally, as when program staff pass officers and attorneys in the courthouse or meet human service workers on social occasions. Many programs reported, however, that until police, prosecutors, and social workers fully understood eligibility criteria, such referrals included cases not involving crimes, such as lost or disoriented persons. However, as noted in Chapter 4, most programs initially accept all referrals, in order to gain the support of outside organizations.

Clients themselves may call or visit the program offices. Seven of the twenty-five programs contacted in our survey had 24-hour hotlines. Programs actively inform the community of their services by conducting public education sessions. This is an especially effective approach for obtaining clients who may be reluctant or unable to seek help, notably the poor and minorities. According to a study conducted by the Victim Services Agency of New York City, "a disproportionate share of the problems resulting from victimization is borne by the poor. Moreover, the poor were less successful than other victims in getting the help they needed."² The Victim Service Council in St. Louis County, for example, gives priority to clients who are receiving public assistance.

Although some staff feel it is inappropriate or unnecessary to undertake an explicitly minority-oriented outreach effort, over half of the 25 programs surveyed for this study have made special efforts to encourage minority victims to use program services. For example, several have conducted

special public education campaigns in poor and minority neighborhoods. As several speakers pointed out at the 1985 Conference on Crime Victimization of Racial Minorities held by the National Organization for Victim Assistance (NOVA), there is a legacy of mistrust between minorities and criminal justice agencies that must be overcome in helping minority victims. In addition, there are cultural characteristics of minorities that may necessitate special outreach efforts, such as the traditional values of many Spanish-speaking women that make it particularly difficult for them to seek assistance when sexual harassment, violence, or incest occurs.

Publicity campaigns, while increasing program visibility, have the disadvantage of sometimes generating an excessive number of inappropriate calls. The Victim Service Council in St. Louis County found that every time it received publicity on the evening news, it was barraged by calls from people needing all types of assistance the next morning. (For more details on publicity and public education, refer to Chapter 6.) Word-of-mouth referrals from former clients are also important.

Finally, some programs identify victims by *responding to police requests for on-the-scene assistance*. Portland's Victim Assistance Program responds at any hour to meet rape victims in hospital emergency wards; Scottsdale's Police Crisis Intervention Unit responds around the clock to police requests for help with all types of victims. Programs that identify victims in this manner usually provide follow-up assistance by telephone, at the program offices, or in the courthouse.

Establishing contact with victims and witnesses. All programs use a combination of techniques to establish contact with victims, including letters, telephoning, face-to-face contact at program offices, intervention at the scene of the crime, and home visits. Most programs, however, rely on mailings and phone calls, which allow them to establish more contacts than does face-to-face interaction.

According to St. Louis County's Victim Service Council, phoning ensures that services are offered to victims on a consistent and equitable basis.³ Furthermore, the program reports it has had "amazing success using phone contacts. Once victims understand the program's purpose, they are usually very open and pour out their problems." However, it should be noted that as the sole means of establishing contact, phoning may not be effective in reaching all potential clients. Letters will be required for victims who cannot afford phones.

As a means of establishing initial contact, however, mailings alone may be ineffective, since one program found that only a fraction (50 percent) of victims respond to letters, apparently because they are reluctant to actively seek help. In addition, victims without permanent or stable residences can be difficult to locate. Furthermore, in writing to vic-

tims of spouse abuse, rape, and child sexual abuse, programs must take special care not to embarrass or even endanger the victim by informing others of the crime or of the victim's attempt to secure help. In general, programs have found that letters are a useful supplement to phone calls, as a means of establishing program credibility.

On-the-scene response provides the victim with attention at a time when help may be badly needed; home visits enable frightened victims to talk more openly than they could in a courthouse or police station. Staff operating the mobile van in Minneapolis/St. Paul are able to comfort elderly burglary victims right in the home and make temporary repairs to jimmied windows or broken doors. However, face-to-face outreach efforts can be logistically complicated and expensive, because of transportation costs and the potential need for additional staff to cover the office while the others are in the field. Situations warranting on-the-scene response and home visits are also likely to be more volatile than mail, telephone, and office contacts. On occasion, staff have been threatened or even attacked by irate husbands in wife abuse cases. Consequently, staff providing assistance to victims in the field should travel in teams and receive training in crisis intervention and self-protection. Some program staff also make it a practice to tell others in the office to send the police to the home they are visiting if they do not call in or return after a specified period of time.⁴

Maintaining contact. Having made initial contact with victims and witnesses, program staff need to maintain communication. This not only helps the client recover from the experience of being victimized, but may also elicit information of value to police investigators and prosecutors. Follow-up contacts also help the program to determine whether the client actively pursued referrals and how helpful the other agencies were. Finally, maintaining client contact is important for ensuring witness appearance.

Although some victims and witnesses maintain contact on their own, many are reluctant to seek additional help, feeling they would be a burden on program staff. As a result, most programs make follow-up appointments with clients on an individual basis after the initial contact. Usually this is accomplished by phone. Letters are also a useful way to maintain contact with clients and keep them up to date on case status. Personal contact, through home visits or office appointments, is normally reserved for incidents which have had a severe impact on the victim.

Terminating contact. The decision on when to terminate contact is not always clearcut. On the one hand, program staff need to be careful not to close cases prematurely: the victim or witness may appear untroubled, but the full impact of a crime or court appearance may not be experienced for hours, days, or even weeks after the incident.⁵ Then too, inexperienced staff may close cases too soon out of personal frustration—a tendency that one program reports is especially likely among new volunteers, who may be over-

whelmed by the victim's emotional trauma and feel unable to help.

On the other hand, unless an explicit decision is made to end services, staff may find themselves swamped with an ever-increasing number of open cases. In some instances, victims become overly dependent on staff, seeking help with ongoing emotional or social welfare problems that are unrelated to their victimization.

To close cases in a timely fashion, while still ensuring that victims have received appropriate attention, victim assistance programs can take the following steps:

- Form informal "service contracts" with victims at the outset to clarify expectations and clearly outline what the program will do.
- Train staff to recognize when services are no longer needed, as when the victim or witness does not follow up on a referral or no longer desires to initiate further contact.
- Require new staff to discuss with supervisors their reasons for terminating cases before closing them.
- Require staff to indicate the reason for closing a case on the case record.

As in maintaining client contact, no programs adhere to rigid termination dates for closing cases but adjust to meet victims' and witnesses' individual needs. Before closing a case, staff should put the client in touch with other support systems through referrals, and should check whether a personal network of family and friends is available to help. Although each case varies, closing generally takes place when the client has resolved the major emotional and financial problems caused by the crime.

Pitfalls in case processing. Victim witness programs commonly face a number of problems in case processing, which may be grouped under logistics, the nature of victim service, and personal difficulties. Figure 22 summarizes these difficulties and possible solutions.

Among the logistic case processing problems, the most serious is when cases slip through the cracks. With limited staff and a high volume of cases, outreach and followup are not always as diligent as they should be. The program may wish to make regularly scheduled contacts on all open cases, or all open cases defined as high priority (e.g., sexual assault, attempted murder); staff will call these victims or witnesses weekly, biweekly, or monthly, rather than relying on clients themselves to contact the program. To ensure that all appropriate cases come to the program's attention in the first place, staff can also increase their outreach efforts (see above, Establishing Case Processing Procedures).

A second logistical problem is that victims or witnesses may be difficult to reach. Victims may move in with family or friends, or change or disconnect their phones; in these in-

Figure 22
Summary of Typical Problems Victim Witness Programs Face
in Case Processing, and Suggested Remedies

Type of Problem	Some Suggested Remedies
Logistics	
Cases slip through cracks —do not come to program's attention	<ul style="list-style-type: none"> • Expand outreach • Increase efforts to get referrals • Monitor services more closely • Implement schedule for routine follow-up • Persevere • Contact police officers assigned to the case, if applicable • Increase use of volunteers to expand staff
—follow-up fails	
Difficult to maintain contact with victims who move	
Scheduling conflicts	
Nature of Victim Witness Service	
Victims unable or unwilling to articulate needs	• Show patience
Decision to terminate unclear or difficult to make	• Monitor service
"Difficult" victims	• Provide guidance for case closing
Personal Problems Experienced by Staff	
Staff become possessive of cases	• Establish clear case assignment procedures
Staff feel inadequate and strain too hard to help	• Provide training
	• Provide staff support

stances, the only solution is to persevere. Staff can check with utility companies to try to locate victims. Police investigators assigned to cases can often be helpful in locating transient victims and witnesses. In addition, programs can make sure that staff obtain information on family and friends during initial intake.

Finally, staff may be faced with scheduling conflicts, as when several simultaneous court appearances require witness escort services. If this occurs frequently, programs should consider implementing or expanding their volunteer component.

Other problems are attributable to *the nature of serving victims and witnesses*. Victims are sometimes unable or unwilling to articulate their needs. This requires patience on the part of staff to help these clients identify feelings they have

difficulty expressing. Terminating a case at the appropriate time (i.e., not closing cases prematurely because of frustration or keeping cases open too long because of emotional involvement) is another case processing problem which can be addressed by monitoring services and developing explicit guidelines for closing cases. Finally, some clients, such as "agency addicts," can be exasperating to work with. They may have to be confronted with their self-destructive behavior or dependency needs, and possibly denied further assistance.⁶

The last set of case processing problems stem from *personal difficulties* staff face as providers of victim service. On the one hand, staff may become so possessive that, if clients require assistance when the staff member is unavailable, no one else has the information to help them. It must be made clear to staff that, while they may be assigned primary

responsibility for a particular case, to some extent cases must always be transferrable. On the other hand, staff may experience a sense of inadequacy at being able to offer only limited—or possibly no—assistance to victims and witnesses, and in consequence exert themselves too strenuously in trying to “save” troubled victims.

Staff Training

Pre-service training. Figure 23 summarizes the training conducted by the six programs visited for on-site study. (A sample course outline appears in Appendix F.) Pre-service training conducted by victim witness programs typically seeks to impart the following skills and information:

- Counseling and interviewing techniques, including listening skills, observing, questioning, and paraphrasing.
- Crisis intervention techniques, such as establishing contact, taking safety precautions, assessing the problem, defusing anger, providing reassurance, planning therapeutic intervention, and making referrals.
- Operating procedures of the criminal justice system.

Various methods are used to train staff and volunteers, including lectures, films and reading materials, role playing, observing staff during working hours (“shadowing”), assignment to one staff member as a buddy, sensitivity training, and videotaping. Most programs use a combination of approaches, presenting crisis theory and information on the criminal justice system through lectures, written materials, and client contact, and counseling techniques through role playing and observation.

Learning improves when trainees actively participate in the sessions.⁷ Pre-service training should therefore include exercises which simulate actual cases. Further, training should be conducted by those with first-hand experience in service delivery, as well as by program directors and staff who are familiar with the program’s day-to-day operations. The critical importance of trainee participation and trainers who are familiar with providing victim services is illustrated by the experience of the Victim Service Council of St. Louis County: “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. It was only when we actually began to provide services that we realized we had been training in a vacuum. We revised our training based on our direct services experience.”⁸ The Council’s current pre-service training sessions have become well known to human service providers in the St. Louis area, and staff from other agencies frequently request to attend. The sessions are conducted by the program’s director, volunteer coordinators, and its sponsor chairwomen. They include lectures on the history

and theory of victimization, crisis intervention, and the criminal justice system; role playing to refine communication and crisis intervention skills; and phone training, in which trainees handle telephone contact with victims in the presence of a supervisor.

The content and format of pre-service training should be based on the program’s objectives and how much training staff have already had. Programs that offer on-the-scene services on a twenty-four hour basis, such as Minneapolis/St. Paul Crime Victim Centers and Scottsdale’s Police Crisis Intervention Unit, must emphasize crisis intervention skills more heavily than those that focus on victim advocacy and which operate primarily during normal business hours. Nineteen of the 25 programs surveyed for this study reported they had provided staff orientation on language barriers or cultural factors affecting minority victims.

As Figure 23 shows, training for volunteers differs from training for staff. Generally, pre-service training for volunteers is more extensive, covering basic counseling techniques, while pre-service training for staff (who normally have already had experience in counseling) is less structured and concentrates on how the criminal justice system operates and the particulars of program operations, such as recordkeeping. For paid staff and volunteers alike, training generally includes information on other agencies in the program’s referral network and discussions of the barriers to cooperation with other agencies and how to overcome them; many programs have trainees participate in police ride alongs or observe trials. Programs also frequently distribute resource directories to staff.

Some programs use pre-service training as a screening device for volunteers, allowing anyone who is interested to attend but recruiting only those who complete the training. Pre-service training conducted by the Pima County Victim Witness Advocacy Program, for example, is open to anyone who wants to learn crisis intervention concepts, skills, and techniques. In order to become a volunteer in the program, however, trainees must attend eight of the nine three-hour sessions over a two month period, and then participate in an additional 15 hours of training. By contrast, the Victim Service Council in St. Louis County permits only individuals who have been pre-screened and selected as volunteers to participate in its pre-service training program. Believing that training for an extended period of time is frustrating for volunteers who are eager to begin working with victims, the program integrates on-the-job training with twelve to eighteen hours of workshops.

Programs have found it useful to include an evaluation component to obtain information from trainees on the content and presentation of the training. At the end of each training day, the St. Louis County program asks trainees to rate the content and presentation of each training segment on

Figure 23
Summary of Training Programs in Six Programs Visited for On-site Study

PROGRAM	PRE-SERVICE		IN-SERVICE	
	VOLUNTEERS	PAID STAFF	VOLUNTEERS	PAID STAFF
Alameda County, California Victim/Witness Assistance Program	(already have the requisite counseling skills)	<ul style="list-style-type: none"> overview of criminal justice system introduction to key actors, including those in other agencies of the program's referral network observation and work with "buddy" 	<ul style="list-style-type: none"> on-the-job on the program's procedures 	<ul style="list-style-type: none"> workshops and conferences (at least 3 per year per staff member)
Greenville, South Carolina Victim/Witness Assistance Unit	<ul style="list-style-type: none"> orientation as part of screening 		<ul style="list-style-type: none"> workshops on-the-job supervision annual regional victim assistance conference 	<ul style="list-style-type: none"> on-the-job supervision annual conference
Portland, Oregon Victim Assistance Program	<ul style="list-style-type: none"> job definition orientation from police, prosecutors, hospital staff instruction on making referrals assignment to "buddy" to observe, work side by side with 	None (may consult with more experienced staff or director as needed)	<ul style="list-style-type: none"> seminars continuing legal education (for update on laws) 	
Minneapolis/St. Paul, Minnesota Crime Victim Centers	<p>given over six weeks</p> <ul style="list-style-type: none"> reading assignments, including procedure manual films briefings on cases likely to be encountered observation of staff in action visit to shelters and hospitals participation in police ride-alongs role play 	<p>given over two weeks</p>	<ul style="list-style-type: none"> monthly lectures by representatives of other agencies updating staff on changes in case processing, client eligibility, or latest developments in the field to maintain and expand referral network 	
St. Louis County, Missouri Victim Service Council	<ul style="list-style-type: none"> reading materials seminar on job definition (exercises, role play) communications skills criminal justice system orientation office procedures forms community resources referrals one-to-one training 	NA	<ul style="list-style-type: none"> sessions on special topics (e.g., domestic violence or physical assault) or discussion of cases three times a year 	
Scottsdale, Arizona Police Crisis Intervention Unit	NA (no volunteers)	<ul style="list-style-type: none"> orientation to criminal justice system and to agencies in the program's referral network participation in ride-alongs work with more experienced staff; accompany them on call 	NA	<ul style="list-style-type: none"> seminars and workshops

SOURCE: Interviews with directors and staff of the above programs conducted by Abt Associations, Spring 1982 and 1986.

an evaluation form, and to provide comments and suggestions for improvement. Similarly, staff trainers of Pima County's Victim Witness Assistance Program solicit oral assessments from participants after each exercise, in addition to distributing evaluation forms for written comments. Daily comments from trainees facilitate making mid-course corrections in the training program, as well as modifying future training sessions.

Most program administrators find that a minimum of 40 hours of training is desirable for both paid staff and volunteers. However, the training is often shorter because of the limited amount of time program staff who conduct the training can typically spare from their other responsibilities. But, in the long run, allowing the trainers adequate time to orient new staff pays off by reducing the blunders new staff invariably make.

In-service training. In-service training, usually less elaborate and less formal than pre-service training, typically takes one of the following forms:

- Round-table discussions of cases which were particularly difficult or rewarding to handle.
- Guest speakers from other agencies, who bring program staff up to date on changes in eligibility criteria, services offered, or case processing, or who address victim witness topics such as domestic violence, child abuse, or rape.
- Attending pertinent seminars, conferences, or workshops given by universities or other organizations.

All programs use on-the-job training for both staff and volunteers. This approach requires fewer resources than formally structured training programs and permits faster start-up. In addition, assisting victims and witnesses cannot be fully taught in the abstract but must be learned by actually providing services. On-the-job training is not recommended as the primary method of qualifying new staff who have had little or no experience in human service delivery; however, the approach is an essential supplement to formally structured training, providing new staff with first-hand experience in dealing with victims and witnesses. Close supervision is necessary to minimize harmful interactions between new staff and clients and to spot areas in which new staff need improvement. Over time, this observation policy evolves from new staff supervision into monitoring of old staff.

Staff Supervision

Supervising staff involves close attention to case assignment, volunteer commitment, and preventing burnout.

Assigning cases. Some programs assign cases to staff according to the area of the city in which the client resides. In Scottsdale's Police Crisis Intervention Unit, two staff

members handle the northern half of the city, and two handle the southern half. Other programs assign cases according to the type of problem involved. As a rule, programs using this system assign less complex matters (such as burglary or purse snatching) to less experienced staff and to volunteers, while more experienced staff handle more complex cases. For example, one staff member in the St. Louis program handles all homicide cases. Staff preferences guide some case assignments in many programs. Two staff members in the Alameda County program have requested they be assigned most child sexual abuse cases. Finally, some programs make case assignments on the basis of the type of service required. In Portland's Victim Assistance Program, for example, three staff members handle most restitution matters.

Apart from assigning less complicated cases to newer staff or volunteers, specializing in particular types of cases is the exception in the programs visited for on-site study. In most programs, staff are "generalists" who can be assigned different types of cases. Since most programs cannot afford to hire enough staff to allow them to specialize, the generalist approach is, in part, a matter of practical economics. It is also a way of minimizing staff burnout. A number of staff reported that concentrating on similar cases over time impaired their ability to empathize with clients. Furthermore, repeatedly handling upsetting crimes like homicide, domestic violence, or rape can lead to fatigue and depression. With specialization, too, staff may become possessive about "their" cases, feeling no one else can handle them as well.

On the other hand, specialization allows staff to build expertise in a particular area and, by designating a single person as the contact for certain types of cases, can strengthen the program's linkages with other agencies. Staff in the Alameda County program, where specialization used to be the rule, found that concentrating on one or two types of cases allowed them to keep abreast of legal changes in their areas of expertise and to modify service delivery accordingly. Similarly, staff who specialize can keep close track of those community resources related to their particular area of responsibility, unlike generalists who must strive to be aware of changing resources in a variety of fields. Finally, according to the Alameda County staff, they began to develop a sixth sense about their cases, which enabled them to make better judgments about their clients' candidness and emotional state than generalists who see only a limited number of each type of victim or witness. Recently, however, due to increased caseloads and a wish to assign cases more equitably, staff have begun to handle all types of cases. But staff specialization with certain types of community resources (e.g., police, community-based organizations) has been maintained.

Maintaining volunteer commitment. One of the most difficult tasks victim service programs face is keeping volunteers

for a significant period of time. A number of measures can be taken to reduce volunteer turnover, beginning with a contractual agreement. Establishing a contract articulates the program's expectations of the volunteer, both in terms of the amount of time required and the type of work involved, thus, formalizing the two-way commitment of the agency to the volunteer and the volunteer to the agency. Furthermore, it fosters a more professional image for the volunteer and the program within the community.

To give volunteers a stake in the program, they should be involved in direct service delivery. Unsure of the ability and reliability of volunteers, many program directors are reluctant to use them in this capacity; nonetheless, experience has demonstrated that properly trained and supervised volunteers can not only competently provide direct services, but can be critical to program survival. Involving volunteers in service provision can also be used as a recruiting tool. Many victim witness programs have made arrangements with local universities whereby volunteers who complete program training and devote a certain amount of time to the program earn course credits. Close supervision and continual assessment of volunteers' achievements and deficiencies are also useful for maintaining volunteer interest.⁹

While it is valuable to establish a set schedule and a minimum time commitment for volunteers, it is equally important to allow some flexibility in scheduling. The programs with large volunteer components indicated that a great deal of time is devoted to scheduling and that care is taken to accommodate volunteers' requests for changes, in light of the fact that their services are free.

Contending with staff burnout. Without exception, program directors have had to contend with staff stress or burnout. Working with victims and witnesses day and night can easily lead to exhaustion, and staff can also become overinvolved with victims who have consuming emotional needs.¹⁰ Some new service providers who grow fearful of becoming victims themselves end up taking unnecessary safety precautions. Like victims and witnesses, staff can become frustrated by injustices in the criminal justice system—concluding, for example, that it is useless to work so hard as victim advocates only to end up with a light sentence or a verdict of not guilty. As one staff member put it, "You begin to feel 'Why bother?' No one else in the system seems to care."

Having extra staff or volunteers on hand to assume some of the burden of overnight and weekend duty is one of the easiest ways to prevent staff burnout. Several programs reported a reduction in staff burnout once enough people came on board to allow for rotation in weekend and night duties.

Assigning different types of cases to staff, and allowing cases to be transferred among staff, are also useful approaches to preventing burnout. This may be especially true of cases

involving battered women, because women in the early stages of abuse may not yet be ready to take legal action against their partners and often go through a pattern of repeatedly returning to their abusers. Making staff generalists also gives them the opportunity to be challenged and stimulated by new types of cases—such as dealing with victims who have been held hostage. In a similar vein, allowing staff to transfer cases, rather than requiring that the staff member who initially opened a case be the only contact with the victim or witness, also helps to alleviate pressure.

Support groups provide an outlet for staff to vent anger and fear. In programs with few staff members, informal support groups develop spontaneously. In the Alameda County Victim Witness Assistance Program, the entire Oakland-based office works together in one large room and staff members report that access to a sympathetic ear has "saved our sanity many times." Staff and volunteers at the Victim Service Council in St. Louis County participate in monthly in-service workshops that periodically address stress management.

Lastly, program directors should encourage staff to take vacations, mental health days, and daily breaks. Many directors said that they had to enforce time off, because staff became so dedicated that they would not do so on their own.

A final word on staff burnout: it cannot always be prevented. The program director in Lawrence, Massachusetts, suggested that burnout can serve as an indicator that it is time for a staff member to move on.

Providing Victim Witness Services

Establishing effective case processing procedures and conducting thorough staff training set the stage for providing victim witness services. This section presents a brief outline of the practical implementation considerations and problems victim assistance programs have identified in direct service provision. The specific services described have been grouped under six headings: emergency services, counseling, personal advocacy and support services, claims assistance, court-related services, and system-wide services.

Emergency services. Emergency services address the victim's or witness' most immediate needs following the crime.

Medical care, shelter, food. All victim witness assistance programs provide these services by means of referral. (See below for how programs make referrals.) In a few instances, program staff or volunteers make their homes available as temporary shelters for victims or witnesses.

Security repair. After being burglarized, victims often feel (and in fact may be) unsafe in their own homes. Victim witness programs can restore a sense of security by providing security surveys and lock repairs. The Victim Service Council in St. Louis County arranges for police to conduct security surveys of homes that have been burglarized. Staff of Green-

ville's Victim/Witness Assistance Unit, having been trained by local police, conduct the security checks themselves. By use of a special county fund, the Unit also subsidizes victims' purchases of alarms and locks and makes two volunteers available to install them. Some programs limit the security service to certain groups, such as the elderly. Usually, these programs also provide on-the-scene crisis intervention and perform security surveys and repairs at the same time.

A practical difficulty sometimes experienced by programs that provide security repair is storing equipment, tools, locks, and boards in an area accessible to staff at all times. Until it obtained its mobile unit, the Twin Cities' Crime Victim Centers kept supplies stored in its main offices, lending keys to the volunteers who were on call.

Financial assistance. Immediately following a crime—particularly in cases involving purse-snatchings and muggings—victims often need money for transportation, phone calls, food, or shelter. Many programs have set aside money to distribute to victims in such instances; typically, the money is stored in a petty cash box, and staff must obtain authorization from the program director or a supervisor before disbursing any funds.

On-the-scene comfort. Some programs provide reassurance and support to victims at the scene of the crime, or shortly thereafter by means of home visits. The discussion of crisis intervention below outlines the practical considerations involved in providing on-the-scene comfort.

Counseling. Three types of counseling may be distinguished: crisis intervention, follow-up counseling, and mediation.

*Crisis Intervention.*¹¹ Several models for crisis response have been developed, which generally including the following steps:

- Making contact with the client, and, if necessary, defusing any volatile situations.
- Interviewing the victim and identifying his or her most pressing needs.
- Developing a plan of action to meet those needs.

The crisis intervention response implies that contact with victims is established as soon as possible after the crisis occurs, which usually means at the time of the crime itself. To accomplish this task, programs must work closely with those who are first to respond to the scene, the police and emergency medical staff. Furthermore, to address all the needs of victims, programs must have a network of other human service providers. (For a discussion on establishing cooperation with law enforcement and social service agencies, see Chapter 3).

Another practical consideration is whether to make the service available around the clock. A little help, purposefully given at a strategic time, is more effective and economical

than extensive help after the client has developed more severe disorders.¹² Responding on a twenty-four hour basis, then, allows the program to assist victims at the most critical time when involvement can have maximum impact; it also can enhance a program's credibility, particularly with law enforcement. However, not all programs have the capacity to respond on a twenty-four hour basis, since the service incurs high costs and requires a relatively large number of staff or volunteers. Furthermore, staff on overnight call may be more susceptible to burnout. The majority of programs contacted furnish crisis intervention services only during business hours; others extend this service until 11 P.M. or midnight. This may be a sufficient compromise, considering that the actual period of crisis lasts from one to six weeks, and that the victim's reaction is often not expressed until hours, days, or even weeks after the incident.

The program must also consider whether to provide crisis intervention on-the-scene. This is a costly service in terms of staff. Programs that provide on-the-scene crisis intervention usually send a two-person team, for reasons of safety and efficiency. A two-person team allows one member to focus on the victim's emotional needs while the other attends to such matters as conducting security surveys and contacting shelters. The program must ensure that other staff members are available to handle other victim needs, or else that some means is available for contacting crisis-intervention staff (e.g., with beepers) in the event that another victim requires immediate attention. Finally, programs that provide on-the-scene crisis intervention also need to furnish transportation for staff or provide mileage reimbursement if staff use their own vehicles.

Follow-up counseling. Along with crisis intervention and personal advocacy, follow-up counseling was also cited as one of the five most time-consuming services by a majority of programs. Counseling crime victims consists of providing emotional support, probing to clarify victims' feelings and needs, assisting victims in understanding and assessing their options, and facilitating clients' ability to cope with the experience of victimization. Counseling is typically provided throughout a program's contact with the victim, primarily by phone but also, depending on the case, in person at program offices or in home visits. Counseling provided by victim witness programs aims to solve only the problems stemming from the experience of victimization, not any underlying problems which preceded the crime.

Three problems in counseling victims were cited by staff members. First, clients sometimes slip through the cracks, a case processing problem which can be resolved by close monitoring and supervision (see above, Maintaining Contact). Second, victims may become over-dependent on staff and turn to them for long-term therapeutic needs or to solve their everyday problems. This situation is sometimes fostered by new staff or volunteers, who may rely too strongly on

the considerable personal reward from meeting victims' needs. Training staff to know and to set limitations to meeting victim needs is essential—for example, by drawing up an informal plan of action that outlines what both staff and victims will be doing.

Third, victim witness programs should be aware that on occasion staff members have been summoned to testify in cases involving their clients, and that their case notes may be subpoenaed. One program director keeps a separate notebook in which he records details of interviews and conversations with victims and witnesses; he then transcribes a summary for the case files. According to a guidebook on crime victim services developed by the National Council of Jewish Women, "In most states, there is no statutory privilege which would protect communications between a lay caseworker and victim. However, some programs which are part of the prosecutor's office have been successful in extending the lawyer client relationship to include their caseworkers."¹³ If staff members are summoned to testify or if case notes are subpoenaed, the program should seek legal advice.

Mediation. Disputes within families or between neighbors can often be resolved through mediation with limited law enforcement or court intervention. In some jurisdictions, courts have established mediation centers to which victim witness programs may refer clients. In other communities, the victim witness program itself provides mediation. Briefly, mediation involves calling the disputants together for a hearing; setting ground rules (such as no physical violence, no screaming); hearing both sides and avoiding determining guilt or innocence; identifying what each party wants and is willing to give in order to end the conflict; and formulating specific conditions that lead to a long-term solution.

Programs use different criteria to identify cases appropriate for mediation.¹⁴ One program handles felonies when a prior relationship exists between the disputants and no serious injuries have occurred. Another handles misdemeanor cases in which a Justice of the Peace has determined that the complainant is in danger of being threatened, struck, or having property damaged, and has ordered the defendant to deposit a bond. Yet another program mediates disputes in which it appears that both parties are committed to reaching a solution.

In order to provide mediation, victim witness programs must have, at a minimum, an adequate number of staff who are trained in the techniques of mediation and conflict resolution, a separate room available for hearings, and a means of monitoring settlements.

Personal advocacy and support services. Victim assistance programs provide a variety of additional services that go beyond the immediate needs of their clients, including advocating with employers and the criminal justice system, and providing referrals.

Employer/Landlord intervention. Victim witness programs often negotiate with employers to ensure that victims do not lose pay for the time they spend in court. This is particularly important in jurisdictions where courts do not pay witness fees. Greenville's Victim/Witness Assistance Unit has arranged for several large employers—including Sears Roebuck, General Electric, Furman University, and the City of Greenville—not to withhold wages from victims in their employ who must come to court to testify. In return, the program provides a form which documents the hours of the employees' absence from work. Programs may experience difficulty securing cooperation from 1) major industries with a unionized work force and 2) small retail businesses which cannot afford to pay. The latter, however, are often willing to rearrange working hours to accommodate employees' court schedules.

In some cases, the experience of being victimized leaves a person physically, emotionally, or financially unable to work. Victim witness programs can help explain these problems to employers and perhaps obtain a leave of absence for the employee. Sometimes employer intervention extends beyond immediate needs of the victim, as in the case of the program that persuaded a company to install lights in its parking lot where several employees had been accosted after dark. Programs can also draft and lobby for the passage of legislation to protect employees who must testify; Illinois and Wisconsin have passed such legislation, and Hawaii and New York are considering legislation which prohibits employers from penalizing employees for taking time off to testify in court (see below on system advocacy).¹⁵ Finally, victim witness programs can negotiate with landlords and other creditors to allow victims to defer payments.

Property return. Burglary victims—both private citizens and merchants—suffer inconvenience and even lost income when stolen goods are retained as evidence. At the same time, police property rooms are often filled to overflowing. Yet, except for contraband goods or substances whose composition is an issue in a case, there is no legal reason for booking and retaining stolen property for evidence in a criminal case.¹⁶ Kansas has enacted a statute that provides for prompt return of stolen property while accommodating the government's interest in preserving evidence; the statute calls for a photograph of the stolen property with a brief description taken under oath that makes the photograph admissible evidence in court.¹⁷ Victim witness programs may be able to promote similar legislation in their own states.

A program serves both the victims of crime and the criminal justice system by expediting property return. Once in place, the property return system requires little attention from the staff. The National Organization for Victim Assistance suggests the following model, based on a system developed by the Alameda County District Attorney's Victim/Witness Program:¹⁸

- Police property clerks prepare an evidence identification card, containing the date of the offense, a short description of the item, its estimated value, and the suspect's name.
- They then take a color photograph of the card, the stolen property, and the suspect.
- They enter on an evidence log the frame number of the film roll on which the suspect and evidence have been recorded.
- Finally, when the case goes to court, the witness need only have the photographs as evidence.

According to the Alameda County program director, once the benefits of an expedited property return system were demonstrated to evidence clerks and to police officials and officers, everyone cooperated in making the change. However, some trial attorneys objected because they felt that the actual stolen property, rather than photographs, makes a more dramatic case, especially in cases involving unique items.

Intimidation protection. Victims and witnesses may fear reprisal from the alleged offender whether or not there is any real danger. While the program itself cannot provide actual physical protection, the existence of a victim assistance program can reduce feelings of intimidation.

The American Bar Association held public hearings on this topic and concluded that "the mere presence of a third person who knows the criminal justice system can be dramatically reassuring to the crime victim or key witness. Simply having someone to talk to during the trial or to walk to the drinking fountain or the restroom with (vitally important if the defendant is on bail or his family is in or near the court) are very important to the victim or witness in reducing perceived intimidation in almost every case and to the reduction of real threats in a considerable number."¹⁹ Programs can establish separate waiting areas in courts for witnesses. Informing victims and witnesses whether a suspect is under arrest or in custody can also reduce fears of intimidation. If necessary, programs can encourage police and prosecutors to provide intimidation protection.²⁰ Lastly, in a few cases programs have arranged for alternate accommodations for victims or witnesses in severe danger of reprisal.

Victim impact statements. To give victims a voice in sentencing, the programs may record their statements on the physical, psychological, and financial effects of the crime, to submit to judges and prosecutors. In some jurisdictions, this is done informally. In Alameda County, the Victim Witness Assistance Program conveys the victim's wishes orally to the prosecutor prior to plea bargaining or puts the victim in touch directly with the prosecutor. In other jurisdictions, the program submits a written statement to

the prosecutor which is forwarded to the judge at the same time as the pre-sentence investigation report. No state explicitly denies the right of the victim to be considered during a pre-sentence investigation or to be mentioned in the pre-sentence report. Thirty-nine states by 1986 had statutes which make a victim impact statement a mandatory part of the pre-sentence investigation. Nineteen states also permitted victims to present their desired sentence to the judge.²¹

The program should make clear to both the victim and the court that the impact statement is not intended to bind the judge in any way, but is submitted for the court to consider in imposing sentence. This will prevent victims from developing unrealistic expectations about case disposition—and the court from perceiving the impact statement as an infringement upon its discretionary powers.

Appendix G provides several sample forms for collecting information about the crime's impact on the victim.

Legal/Paralegal counsel. Most programs refer victims and witnesses to another agency, such as a Legal Aid Office, for legal counsel, but some provide paralegal counsel in-house. The Victim Service Council in St. Louis County helps clients prepare for hearings. It also makes referrals to lawyers qualified to modify or renew orders of protection for battered women, contacts the court clerk to establish a court date to hear the petition, and, if necessary, confers with the sheriff's office to determine whether there has been any problem in serving the order of protection to the batterer.

Referrals. No one program can provide all the services victims and witnesses need. Referral to other human service agencies in the community is therefore an essential service, especially since victims are often unaware of resources in the community that might provide assistance.²²

The program may refer clients simply by giving the victim the name, address, and phone number of the appropriate agency along with the name of a contact person. Some programs call the contact person themselves. Others make an appointment on behalf of the victim, and a few actually accompany or transport the victim to the referral agency. Regardless of the approach, outside resources are most receptive when 1) the referrals are based on agency eligibility criteria and 2) accurate assessment information is provided about the victim or witness being referred.

Follow-up is important to determine whether clients' needs were met,²³ to determine which agencies do a good job, and to strengthen networking ties. In practice, however, most programs find they have the time to conduct follow-up only in special cases, as when a particularly needy victim has been referred or an outside resource is being used for the first time. One program relies on volunteers to follow-up referrals, either by telephoning the victim to find out what happened or by sending a letter asking the victim to call the program.

Another practical concern is to ensure that information on other community resources is up-to-date. The program must be aware of new agencies being established and others closing their doors in order to provide comprehensive services to clients. Creating and updating resource files is a task that volunteers can easily perform with little supervision.

Sending victims and witnesses to other organizations for help requires that the program be receptive to accepting clients from these agencies in return (see Chapter 4 on establishing linkages with social service agencies). Occasionally, this can result in inappropriate or excessive numbers of referrals, in which case the victim witness staff must decide whether the extra effort is repaid by the increased cooperation from these other organizations that may result.

Claims assistance. Forty-three states and the District of Columbia to date have enacted legislation to compensate victims who suffer economic hardship as a result of their victimization.²⁴ Some jurisdictions also impose a restitution requirement on offenders whenever appropriate and feasible. To determine the amount of restitution that should be ordered, or the amount of compensation for which victims may qualify, victims must document their losses and expenses, including any reimbursements from insurance. Helping victims to document their losses and expenses is a relatively straightforward but tedious task. Staff often must make repeated requests to secure the necessary documentation from victims before the filing date has passed or the sentencing hearing has occurred. Other clients do not understand the eligibility criteria and assume that, because they have been victimized, they automatically qualify for compensation or restitution. Furthermore, victims who do qualify want—and often need—immediate reimbursement. The programs must clarify the waiting period for victims so that their expectations are not unrealistic.

Documenting losses and expenses for the courts provides prosecutors and judges with helpful information on the amount of restitution to order. This service also gives the program concrete figures to use in documenting program cost-benefits to funding sources and the general public. A number of programs also assist victims to complete insurance claims forms for securing medical benefits and reimbursement for lost or stolen property.

Court-related services. Familiarizing victims and witnesses with the criminal justice system and providing witness management services are critical, especially for those who must make court appearances.

Court orientation. A brief explanation of the adjudication process, sometimes supplemented by brochures, is usually provided to clients as soon as possible. Not surprisingly, the further a case proceeds in the courts, the more in-depth the explanation becomes, with the most orientation required for cases that go to trial. In such cases, the witness who will testify is given a tour of the courtroom. In addition, many

programs single out certain clients for special assistance in preparing them to testify, typically victims of child abuse, rape victims, and the elderly.

In order to provide detailed information on the criminal justice system, and especially the trial process, staff themselves must be knowledgeable about criminal justice case processing. Staff consistently cited this area as one in which they would have liked more training. At the same, however, they suggested that formal training is not really feasible; the best way to learn about the criminal justice system is by working in it. It therefore appears that experienced staff, or those who come to the program with a criminal justice background, are best suited to providing court orientation.

Witness notification. Notifying witnesses of upcoming court appearances, informing them of postponements, and letting them know the final disposition of their case not only helps prevent unnecessary trips by witnesses but also relieves prosecutors of the burden of tracking down witnesses and keeping them up-to-date regarding case status. Most important, witness notification improves appearance rates.

Based on its needs assessment, the goals it has set, and its sponsor's priorities, the program will have to define the scope of its witness notification services.²⁵ Most of the programs in our study provide witness notification only for victims they have assisted; others extend this service to police witnesses; still others include all witnesses, whether or not they have been victimized.

On a practical level, witness notification involves a great deal of paperwork. Staff must review court dockets and check prosecutors records, and the information must then be conveyed to the witness by phone or by mail. Many programs have developed form letters, which they send to witnesses along with a brochure on trial procedures and the role of the witness in the courtroom. Some programs also use form letters to inform witnesses who were not present when their cases were heard of the case disposition. Figures 24 and 25 contain sample case disposition letters from Alameda County. Some programs send case disposition letters to police witnesses as well, because otherwise the officers may never hear what happened to suspects they arrested and interrogated, and may feel that their efforts were wasted.

Informing victims and witnesses of case disposition can be difficult when defendants are found not guilty, or when the sentence appears lenient. Victims also tend to view plea bargaining (which occurs in the vast majority of criminal cases) as "letting the offender off easy." Staff may therefore have to absorb victims' rage at the perceived inequities and red tape in the criminal justice system. To prepare victims for possible unsatisfactory outcomes, it is helpful to inform them at the outset of the realities of plea bargaining and judicial sentencing. Many jurisdictions routinely consult victims at the plea bargaining stage. In Indiana, for example,

Figure 24
Sample Case Disposition Letter



Alameda County
District Attorney's Office
L. Wade Jensen, District Attorney

TRIAL - NOT GUILTY

February 8, 1979

Dear

This office would like to express its appreciation for the service you performed by testifying as a witness in the case of the People of the State of California vs. Eugene Martinez.

On January 22, 1979, the jury found the defendant not guilty of rape. In other words, the jury believed there was a reasonable doubt the defendant had committed the crime as charged. To prove "beyond a reasonable doubt" that a defendant committed a crime, is intentionally made very difficult to reduce the possibility of innocent persons being convicted. The important thing is that, with your help, we did all we could within the system to procure a conviction.

It is certainly understandable that the jury verdict may be confusing to you. If you have any questions concerning this case or your experience with the criminal justice system, please do not hesitate to contact me.

Very truly yours,

District Attorney

By _____

Deputy District Attorney

JMJ:jmk

68732

Figure 25
Sample Case Disposition Letter



Alameda County
District Attorney's Office
Lowell Jensen, District Attorney

TRIAL - FOUND GUILTY
(DDA SIGNATURE)
(Alternate)

February 8, 1979

Dear

This office would like to express its appreciation for the service you performed by testifying as a witness in the case of the People of the State of California vs. Mary Ellen Marino.

As a result of your assistance, the jury found the defendant guilty of manslaughter on January 10, 1979. On February 1, 1979, the defendant was sentenced to state prison.

I am most appreciative of the time you spent helping with the presentation of the facts to the jury. It is only by the voluntary efforts of citizens like yourself in coming forward at personal loss to provide evidence, that we are able to obtain justice in our community.

If you have any questions regarding this case or your experiences with the criminal justice system, please do not hesitate to contact me.

Very truly yours,

District Attorney

By _____

Deputy District Attorney

RNM:jmk

H-409

statutes governing plea negotiations provide for some participation by victims. Prosecutors must inform victims of their rights to offer their opinions on any recommendations the government plans to file with the court.²⁶

Witness alert. Closely related to witness notification is witness alert or on-call services. Normally, witnesses are told to arrive at 8:30 a.m. and to be available all day to testify—if indeed they testify at all. With a witness alert service, witnesses may remain at home or at work up until the time they testify. In this manner, the amount of time witnesses spend at the courthouse—and their frustration level—is considerably reduced.

Some prosecutors offices already handle witness alert, and there is no need for the program to provide this service. Usually, the program must decide in advance with the district attorney on criteria for eligibility for witnesses to be placed on alert status—for example, how close to the courthouse must they live or work, or what indicators of reliability, if any, they must demonstrate. In the Middlesex County, Massachusetts, Victim Witness Service Bureau, staff themselves generally take the initiative on an ad hoc basis to ask the prosecuting attorney whether he or she minds if a witness is placed on stand-by notice. When a program takes the initiative to place witnesses on stand-by notice, it must make sure that the witnesses will indeed appear, lest they damage the program's credibility with prosecutors.

As with witness notification, this service is usually limited to victims the program has assisted. One program in a relatively small court provides on-call services only to doctors and local witnesses.

Witness reception and escort. Providing an area where clients may wait apart from defendants, as recommended by the President's Task Force on Victims of Crime, is a relatively simple service the program may provide that can give enormous relief to victims and witnesses.²⁷ Some programs, already located in a courthouse, make part of their own office space available to witnesses who are waiting to testify. Other programs that have offices outside the courts have set up a witness reception booth in the courthouse. However, this results in an added burden on staff resources since someone must be available to answer witnesses' questions and direct them to appropriate courtrooms.

Witness escort is usually reserved for those who have been severely affected by their victimization, typically victims of violent crime, the elderly, and children who have been sexually abused. These victims find it especially reassuring to have a familiar face in the courtroom when they testify and are cross-examined.

Witness fees. Prosecutor-based programs in particular often provide assistance in securing witness fees. The Middlesex County, Massachusetts, Victim Witness Service Bureau informs every witness of his or her right to be reimbursed for

travel expenses to and from the courthouse and where to apply for reimbursement.

Transportation and child care. Victims with limited financial resources are often faced with problems in getting to and from court and in caring for their children. Victim witness staff sometimes drive clients to court and, if necessary, provide child care themselves in program offices. Cutbacks in funding have forced many victim witness programs to limit, if not eliminate altogether, transportation and child care services. One program has restricted transportation services to elderly and handicapped victims.

System-wide services. Victim witness assistance programs also provide services that can improve the overall response of the community and the criminal justice system to victims and witnesses, including conducting public education sessions, supporting legislation that addresses victim and witness concerns, and providing training for police, prosecutors, and other human service providers.

Public education sessions serve as a forum for victim witness programs to provide information on topics ranging from crime prevention to specific categories of victims, such as domestic violence, rape, and robbery. In addition, a program can use public education sessions to make the community aware of its services, to generate referrals, and, possibly, to secure funding. A more detailed discussion on public education may be found in Chapter 6.

Many programs have been involved in *advocating legislative changes* that address the needs of victims and witnesses.²⁸ Before engaging in lobbying, the program must have IRS clearance and a clear agreement with funding sources that lobbying is acceptable.²⁹ Programs can support legislation that provides:

- Victim compensation, witness compensation, and restitution.
- Notification programs, intimidation protection, expedited property return, and victim impact statements.
- Protective orders for victims of domestic violence; medical examination and treatment of victims of sexual assault.
- Institutionalized funding of victim/witness services.

For example, Kansas has passed a law to expedite return of recovered property to victims by permitting it to be photographed. Indiana law permits victims to offer their views on any recommended plea bargain. California law requires that victims receive notice of an offender's sentencing and parole hearing. New Jersey provides for protective orders to be issued when intimidation is suspected or threatened and provides for revocation of pre-trial release when order is violated.³⁰

Legislative support activities can take the form of securing victims and witnesses to testify before task force hearings, drafting bills, or participating in lobbying efforts. Where appropriate, the program can ask staff of other human service providers in the community to help draft legislation or lobby for its passage.

Programs can also *work for system changes* within police departments and prosecutor offices to benefit victims and witnesses. For example, staff can seek to make it policy in the district attorney's office that restitution be imposed in all possible cases and collected before court costs and fines.

Finally, programs *conduct training* for police, prosecutors, and other human service providers in handling victims and witnesses. Such training not only can improve the quality of services to victims and witnesses, but can also enhance program credibility and secure better cooperation. Training police and prosecutors, of course, requires the approval of the chief of police and the chief prosecutor. To avoid the problem of overtime pay, many programs request permission to address officers during regular department training sessions or at roll calls. Chapter 4 provides a more detailed discussion of such training programs.

Role of the Criminal Justice System

Many of the services described above require the undivided attention of victim witness program staff. For example, many counseling services are beyond the resources and expertise of criminal justice agencies. Indeed, in jurisdictions where a victim witness program operates, police and prosecutors often come to rely exclusively on program staff to meet both the immediate and long-term counseling needs of victims.

However, there are other services which police, prosecutors, and judges can provide themselves as a routine part of their jobs rather than delegate them to a separate program. For example, police are often the first to arrive at the scene of a crime and must provide on-the-spot crisis intervention and mediation. Although in many jurisdictions police already receive training in crisis counseling and family dispute resolution, the victim witness program can supplement the training and motivate officers to apply what they learn by pointing out how crisis intervention can enable victims and witnesses to provide better evidence.

Some personal advocacy and support services can also be provided by prosecutors and other court personnel. Prosecutors are in the best position to obtain victim impact statements and present them to judges as part of sentencing recommendations. Similarly, police are best equipped to provide physical protection to threatened victims and witnesses, while courts can often also help reduce intimidation by providing separate waiting areas for witnesses.

Although the program can seek to expedite property return, police property clerks can adopt a policy of photographing evidence, instead of sequestering it, or initiating other methods of returning property quickly to victims.

Providing referrals is a task which police, prosecutors, and court personnel alike can perform in the course of their daily contacts with victims and witnesses. The program can provide the system with up-to-date information on resources available in the community.

Of the many services victim witness programs provide, those related to negotiating the intricacies of the criminal justice system are perhaps the most appropriate for prosecutors and courts to assume. Realistically, without victim witness programs the system would not usually be able to escort witnesses to and from the courtroom, provide transportation and child care, or personalize services as program staff can afford to do. However, prosecutors, who are clearly among the most knowledgeable about the workings of the criminal justice system, can—and often do—provide court orientation. The program can prepare a list of questions victims and witnesses most frequently ask and encourage the chief prosecutor to distribute the list, with recommended answers, to all deputy and assistant prosecutors. Program staff can explain to prosecutors how presenting the information typically takes only a few minutes and often improves the cooperation they get from witnesses.

Prosecutors can also be encouraged to incorporate witness notification and alert functions into their daily routines, either by establishing a notification unit within their offices or, caseload permitting, by performing these services on an individual basis. Judges, too, can provide information to victims and witnesses on the courts. According to the guidelines set forth at a recent National Conference of the Judiciary on the *The Rights of Victims of Crime*, judges can take the leadership role in ensuring that victims and witnesses are treated properly. For example, they can urge court administrators to establish separate waiting areas for defense and prosecution witnesses, order restitution as a matter of practice, permit a victim's advisor to remain in the courtroom, encourage and consider victim impact statements before sentencing, and expedite trials of cases involving sensitive victims.³¹

In advocating legislative and system change, programs can enlist support from police, prosecutors, and judges themselves, and encourage them to work for change within the system.

Initially, most programs may have to provide the services which the criminal justice system can best furnish. Over time, however, the program can transfer responsibility for them to, or share responsibility for them with, appropriate criminal justice system agencies.

Footnotes

1. Harry O'Reilly, "Victim/Witness Services: The Police Perspective," in *Victim/Witness Programs: Human Services of the 80s*, ed., Emilio C. Viano (Washington, D.C.: visage Press 1980), p. 27.
2. Kenneth Friedman, Helen Bischoff, Robert Dams, and Andrea Perroz, *Victims and Helpers: Reacting to Crime* (Washington, D.C.: U.S. Department of Justice, May 1982), p. 18.
3. Marjorie Susman and Carol Vittert, "Building a Solution: A Practical Guide for Establishing Crime Victim Service Agencies" (St. Louis: National Council of Jewish Women, St. Louis Section, 1980), p. 17.
4. Interviews with directors of victim witness assistance programs visited for on-site study, conducted by Abt Associates Inc., spring 1982.
5. James H. Ahrens, John Hollister Stein, and Marlene A. Young, *Law Enforcement and Victim Services* (Washington, D.C.: Aurora Associates, Inc. and the National Organization for Victim Assistance, 1982), p. 31.
6. Susman and Vittert, "Building a Solution," outlines different types of problem clients and how to cope with them.
7. David A. Lowenberg and Paul Forgach, *Counseling Crime Victims in Crisis* (Washington, D.C.: Aurora Associates, Inc., 1982), p. 16.
8. Susman and Vittert, "Building a Solution," pp. 38-39.
9. The National Council of Senior Citizens has developed a list of "101 Ways to Give Recognition to Volunteers" that is a very useful reference. See Victoria H. Jaycox and Lawrence J. Center, "Creating a Senior Victim/Witness Volunteer Corps: A Manual" (Washington, D.C.: National Council of Senior Citizens, March 1982), Appendix IX.
10. The National Organization for Victim Assistance has published a detailed, step-by-step guide for human service providers, law enforcement officers, and prosecutors to understanding the victim's emotional response to crime and providing assistance. *The Victim Service System: A Guide to Action* by Marlene A. Young (Washington, D.C., 1983) also contains a detailed course outline for training in on-scene crisis intervention. See Appendix C for ordering information.
11. For detailed information on crisis management, refer to Young, *The Victim Service System*; Romaine V. Edwards and Warren Jones, *Crisis Intervention and How It Works* (Springfield, Ohio: Charles Thomas Publisher, 1977); Lee Ann Hoff, *People in Crisis: Understanding and Helping* (California: Addison-Wesley Pub. Co., 1978); Donald Liebman, Jeffrey Schwartz, and John Silk, *Domestic Crisis Intervention* (California: LETRA, Inc., 1974); Lowenberg and Forgach, *Counseling Crime Victims in Crisis*; Susman and Vittert, "Building a Solution."
12. Lydia Rapport, "The State of Crisis: Some Theoretical Consideration," in *Crisis Intervention*, ed. H.J. Parad (New York: Family Service Associate of America, 1965).
13. Susman and Vittert, "Building a Solution," p. 67.
14. For discussions of what types of cases are appropriate for mediation, see chapters 8 and 9 in Burt Galaway and Joe Hudson (Eds.), *Perspectives on Crime Victims* (St. Louis: C. V. Mosby, 1981), and Daniel McGillis and Joan Mullen, "Neighborhood Justice Centers: An Analysis of Potential Models" (Washington, D.C.: U.S. Department of Justice, 1977).
15. American Bar Association, *Victim/Witness Legislation: Considerations for Policymakers* (Washington, D.C., 1981), p. 57.
16. Frank J. Cannavale, Jr. and William D. Falcon, *Improving Witness Cooperation: Summary Report of the District of Columbia Witness Survey and a Handbook for Witness Management* (Washington, D.C.: U.S. Department of Justice, 1976), p. 30.
17. KANSAS HB 2910, ch. 173, L. 1980. American Bar Association, *Victim/Witness Legislation*, p. 37.
18. National Organization for Victim Assistance, "Responding to Crime Victims is Good Business: A Report to the American Business Community" (Washington, D.C.: 1980).
19. American Bar Association, *Reducing Victim/Witness Intimidation: A Package and "How To Do It" Suggestions for Implementing the ABA Victim/Witness Intimidation Recommendations* (Washington, D.C.), p. 28-30.
20. Detailed suggestions on how law enforcement and prosecution can reduce victim witness intimidation may be found in *Reducing Victim/Witness Intimidation: A Package*. Copies of the publication can be obtained from The American Bar Association, Criminal Justice Section, 1800 M Street, NW, Washington, D.C. 20036.
21. The National Organization for Victim Assistance, *Victim Rights and Services: A Legislative Directory*, 1985 (Washington, D.C.: 1986) pp. 10-11
22. Cannavale, *Improving Witness Cooperation*, p. 30.

23. Lois P. Kraft, S.C. Joy, and L. A. Drake, "Evaluation of the Victim Witness Advocate Program of Pima County: Final Report" (Menlo Park, California: Stanford Research Institute, 1977), p. 109.
24. John Stein, personal communication, June 11, 1986.
25. The Victim/Witness Coordination Project within the New Jersey Prosecutor's Supervisory Section of the Division of Criminal Justice has prepared a manual, *Victim/Witness Notification System for County Prosecutors and the Division of Criminal Justice*, which contains a description of a model notification system and sample letters and brochures.
26. American Bar Association, *Victim/Witness Legislation*, p. 46.
27. *President's Task Force on Victims of Crime: Final Report* (Washington, D.C.: U.S. Government Printing Office, December 1982), p. 72. The National District Attorneys Association Commission on Victim Witness Assistance has issued a pamphlet, *A Primer for Model Victim Witness Assistance Centers* (Washington, D.C.: n.d.), on the creation of comfortable and secure victim witness reception centers.
28. American Bar Association, *Victim/Witness Legislation*.
29. For detailed information on the limits imposed by the IRS on nonprofit organizations in lobbying, consult the Children's Defense Fund, 122 C Street, N.W., Suite 400, Washington, D.C. 20004.
30. Complete listings of legislation designed to assist victims and witnesses may be found in *Victim Rights and Services: A Legislative Directory* (Washington, D.C.: National Organization for Victim Assistance, 1983); "Victim and Witness Assistance: New State Laws and the System's Response," *Bureau of Justice Statistics Bulletin*, May 1983; and *Victim/Witness Legislation: Considerations for Policymakers* (Washington, D.C.: American Bar Association Victim Witness Assistance Project, 1981).
31. Statement of Recommended Judicial Practices. Plenary Session of the National Conference of the Judiciary on the Rights of Victims of Crime, the National Judicial College, Reno, Nevada, December 2, 1983.

Chapter 6: Maintaining Program Support

Among the keys to program survival are 1) analyzing program costs and alternative responses to changing fiscal environments, 2) monitoring and evaluation, and 3) stimulating public awareness and support. Successful programs use the information generated by these activities not only for planning purposes but also to encourage the criminal justice system to provide funds routinely as part of its budget. The value of performing these activities is evidenced by the longevity of the programs that have devoted time to them.

Alternative Responses to Funding Changes

The ability to provide accurate cost information, including a bottom line figure and a breakdown by budget category, is essential in maintaining and institutionalizing program funding, and in knowing how to accommodate any increases or decreases in funding. Typically, existing programs obtain a clear picture of the actual costs of operation when they develop annual budgets for their funding agencies. (A discussion of how new programs can estimate costs may be found in Chapter 3. See also Appendix H for two sample budgets.) However, calculating program costs, like program planning, should be viewed as an ongoing endeavor. Services and staffing can change at any time, and operating costs are likely to increase continually due to salary raises and inflation.

Strategies for coping with changing fiscal environments.

Over time, it is also almost inevitable that a program will be faced with budget reductions or increases. Until recently, the most common budgetary change has been funding declines. However, with the passage of the federal Victims of Crime Act of 1984 (discussed in Chapter 7), hundreds of programs will receive supplemental grants. Even when fiscal retrenchment was the general rule in the late 1970s and early 1980s, some programs managed to secure additional funds.

Of course, coping with budget reductions is the more difficult circumstance to deal with. In response to cutbacks, programs can attempt to (a) secure funds from alternate sources, (b) secure services or equipment at no cost, (c) reduce its services or paid staff, or (d) encourage police, prosecutors, and judges to take over some services (see Figure 26).

Chapter 3 treats the basic steps involved in identifying and approaching *alternate funding sources*. However, several strategies for coping with funding reductions and increased expenses are pertinent here. First, program directors often

find that their efforts to secure funding conflict with their duty to provide victim services. "Too many programs are consumed by fund-raising," St. Louis County's Victim Service Council noted, "leaving no one to see that services are provided."¹ The St. Louis program resolved this conflict by designating an administrative chairwoman from its supervising agency, the National Council of Jewish Women, to handle all funding responsibilities, leaving the director free to devote all her time to providing services and supervising staff. Second, when federal or local funding has been cut for all social services, the program is likely to meet with stiff competition from other human service providers for the funding available from alternate sources. Diplomacy is required, since these same agencies may later be co-service providers to the clients of the victim witness program. Finally, after an agency or organization has provided funds, the founders of the St. Louis Victim Service Council recommend attending all its public meetings in order to establish rapport and to keep abreast of any changes in funding requirements or availability. "At one meeting of our funding source," the Victim Service Council founders reported, "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."² As an alternative to soliciting funds from public and private sector groups, programs may wish to consider holding their own fund-raising benefits.³

To *reduce costs* of services and equipment, or obtain their use *gratis*, programs must rely on resourcefulness and creativity. The Greenville staff persuaded a lock repair service to provide locks at cost for indigent victims of break-ins. By assisting prosecutors with their paperwork in the complaint room and at arraignment, New York City's Victim Service Agency obtained access to a telephone, reproduction equipment, and work space at no cost.⁴ Programs using volunteers can realize substantial savings in victim service provision (see Chapter 3). The Greenville program uses the services of a retired carpenter (himself the victim of a break-in) and the program director's spouse to repair locks, damaged doors, and windows for destitute victims of break-ins. The savings from such imaginative arrangements not only help offset rising costs or reductions in funding, but they also strengthen efforts to secure continued funding by demonstrating the program's cost-effectiveness. St. Louis County's Victim Service Council documented savings of \$28,000 by using volunteers to provide direct victim services, administrative support, and legal and psychological consulting; as a partial consequence, the county government has since assumed the entire funding burden for the program.

Figure 26 Summary of Approaches to Understanding Program Costs and Responding to Budget Cuts

Understanding Program Costs

- Develop annual budgets
 - to reflect changes in funding level
 - to allow for salary raises and inflation
- Include dollar value of gratis and in-kind services

Responding to Budget Cuts

- (a) Secure funds from alternate sources
- (b) Secure gratis and in-kind services
- (c) Reduce services or staffing
- (d) Encourage criminal justice system to provide some services

Suggestions

- Consider assigning one staff member to handle funding exclusively
- Maintain good relations with competitors for funding from alternate sources
- Attend meetings of agencies which provide funds in order to establish rapport and to keep abreast of changes in grant requirements
- Be creative and resourceful
- Use information from the following as guides:
 - annual budgets and cost analyses
 - cost effectiveness and cost benefit analyses
 - monitoring and evaluation
- Lay the groundwork early for transferring some services to police, prosecutors, and judges

In effect, the program gives the county a “matching grant”—volunteers for paid staff.

While funds from alternate sources and free or in-kind services and equipment may allow staff to maintain operations at the same level, the program may still be forced to compensate for inflation and reductions in funding by *reducing services or paid staff*. The Twin Cities’ Crime Victim Centers has obtained funding from an increasing number of private foundations each year, but the new money has not fully replaced the loss in state funds. As a result, the program was forced to reduce its paid staff, including laying off one of its two directors. In addition, the program closed one of its five satellite offices and reduced the number of hours in three of its remaining offices. Not surprisingly, the program has reduced some of its services as well, and now limits security repair and transportation to elderly and handicapped victims.

Finally, when funding cuts force programs to limit services,

in some cases, they can encourage criminal justice agencies to provide them instead. Chapter 5 indicates victim witness services that police, prosecutors, and judges can appropriately provide themselves. By transferring some of these services to the system, the program can devote its remaining resources to those activities which it alone can effectively provide.

In order to make effective decisions about staff or service reductions, a program must have a clear idea of its goals and priorities and the costs of different services and types of cases. (Instructions on how to calculate costs may be found in Chapter 3.) For example, by generating cost information by service category or by individual case, programs can identify the types of services and cases that consume most of their resources. Expensive activities include 24-hour availability, on-scene crisis intervention, intensive counseling and court orientation (compared to one-time intervention), direct service (compared to referral), and “non-

client" services like public relations and lobbying for statutory changes. Reducing or eliminating costly activities will, of course, result in the greatest economies. However, the most expensive services or cases are not necessarily the ones that should be eliminated if they are crucial to the program's goals and priorities and can be shown to be effective.

In the case of budget *increases*, gaps in program coverage are often so blatant that it is obvious where the additional money should be spent. However, in many instances there are several pressing needs, only some of which can be financed with the additional money. Furthermore, there may be target groups or services that merit priority whose importance is not immediately visible. As a result, an expanding program needs not only to estimate the costs of adding target populations or expanding services, but also to reexamine systematically the unmet needs of both existing clients and victims or witnesses not currently being served.

Thus, whether planning to contract or expand, a program must first balance objectives, needs, and costs and then determine which components to reduce or eliminate, on the one hand, or expand or initiate, on the other hand. While Chapter 3 provides guidelines for making these decisions, Chapter 7 describes the planning process some states require of local programs in order to demonstrate eligibility and priority for receiving federal Victims of Crime Act funds.

Cost effectiveness and cost benefit analyses.⁵ Cost effectiveness and cost benefit analyses can help the director and staff make decisions about modifying program operations, as well as support requests for funding from other sources. Program staff may require expert assistance in performing these analyses.

Cost effectiveness is a measure of effectiveness of a program in attaining actual outcomes in relation to the monetary value of the resources devoted to the effort. Information on cost effectiveness allows directors to compare 1) the costs of alternative delivery methods for conducting the same service (e.g., telephone vs. face-to-face contact for counseling victims), or 2) the costs several similar programs incur using identical methods for providing the same services. Both comparisons make it possible to identify which procedures are most efficient in achieving the same results.

The first step is to obtain accurate estimates of program costs, as discussed above. The simplest cost effectiveness analysis is to compare the total budgets of two victim witness assistance programs that are similar in structure (both located in prosecutor offices, for example), approach (both only operate during normal business hours), size (both have the same number of staff and volunteers), and objectives. Table 4, Staff Size in Relation to Selected Program Characteristics in Six Site Programs, in Chapter 3, represents a preliminary effort in this direction. To analyze the cost-effectiveness of *specific* services, directors will have to ex-

press costs in different ways than for budgeting purposes. Instead of listing the total costs for each line item (staff salaries, telephone, travel expenses, etc.), the costs associated with a particular service will have to be calculated separately by line item. Clearly, deriving costs by type of service is not an easy task, and the calculations will most likely be estimates. Nonetheless, even approximate cost figures can be helpful for determining whether there are less expensive ways to achieve the same goals.

Cost effectiveness analyses are also useful in considering organization options. As with service and staffing choices, however, final decisions should take program priorities as well as dollar amounts into account. Selection can then be an informed choice—with both the rationale and the ramifications for funding understood by program sponsors and staff. When, for example, the Minneapolis Department of Corrections evaluated the Twin Cities Crime Victim Centers, evaluators gave the decentralized storefront model high marks for service delivery, but argued that incorporating victim services into another existing agency or consolidating them statewide would be more cost-effective because of potential savings in salary, rent, and overhead expenses. However, because satellite offices were deliberately located in neighborhoods where the need for victim services was greatest—and thus directly supported a basic program priority of making services readily accessible to a broad spectrum of clients—the sponsoring agency, the Department of Corrections, and the legislature both agreed to maintain the program's storefront structure.

Cost benefit analysis compares the economic costs of the program or service to the dollar value of the benefits it provides. Whereas cost effectiveness indicates whether there are less expensive ways of achieving certain results, cost benefit quantifies the returns society and funding agencies are getting from the investment in the program. For example, the overtime hours a program saves police through a witness notification component can be converted into dollars saved, and this figure can then be compared with the cost of providing this service.⁶

As a rule, cost benefit analysis is exceptionally difficult to conduct for social service projects because of the problem of measuring the value of benefits and the difficulty of estimating all of the costs of the project.⁷ Victim assistance programs can, however, calculate the dollar value of quantifiable benefits such as witness time saved or the costs of purchasing services such as counseling, transportation, and babysitting in the private sector. For example, an evaluation of eight victim witness programs funded by National District Attorneys Association computed the savings in witness time by multiplying the number of appearances avoided, by two hours per appearance, by \$2.50 per hour (the minimum wage at the time of the evaluation). Comparing these savings with what it costs to provide witness notification yields potentially valuable cost benefit informa-

tion. Similarly, Portland's Victim Assistance Programs calculated that in 1985 it helped victims secure \$1,831,000 in restitution ordered by the courts, and \$872,000 in social services. With a total budget of \$346,000 for the year, the program provided assistance to victims worth \$7.82 for every dollar spent on the program. Even looking at the figures conservatively—that is, social services obtained plus paid (not court-ordered) restitution—shows that for every dollar used to fund the program, \$3.61 was obtained on behalf of victims.

The National Organization for Victim Assistance (NOVA) has prepared a useful Cost-benefit Analysis System for specific application to victim assistance programs (see Appendix C, Selected Bibliography and Other Resources).

Monitoring and Evaluating Victim Witness Services

A convincing argument for continuing or expanding program funding should demonstrate what the funding agency is getting for its money and why its investment is worthwhile. Two useful approaches to documenting a program's value are monitoring and impact evaluation. These techniques are also useful in assessing goal achievement and in modifying and improving program operations.

Record keeping and program documentation. Program records and documents (such as procedural manuals which provide descriptive accounts of program activities) often contain much of the information needed for monitoring and evaluation purposes. For example, clients may offer comments, questions, and suggestions on service provision in their conversations with program staff; this information can, and in most instances should, be recorded in case narratives.

Information that can be used for monitoring and evaluation includes: client demographics (name, age, sex, place of residence); type of problem or incident (e.g., assault, domestic dispute, robbery); case status (police incident report filed, arrest made, case filed for prosecution, court disposition rendered); and services provided (including whether any referrals were made and, if so, to which agencies and organizations).

Sample forms from the programs visited are included in Appendix I. Programs use a variety of record keeping forms, in addition to intake forms or client profiles that provide demographic information; some programs, such as the Alameda County Victim Witness Assistance Program, use separate forms for cases requiring property return and restitution. Program recordkeeping systems can be manual, computerized, or both, and the information can be recorded on anything from index cards to computer-coded sheets. The method is not important; what is essential is that the information to conduct monitoring and evaluation be accurately recorded and readily accessible.⁸

To illustrate, the Scottsdale Police Crisis Intervention Unit specialists each maintain an index card file on their cases (see Figure 27). Every month, they scan the cards to put together a monthly tally of the number of clients served, the types of problems addressed, the number of referrals made, and the number of meetings attended (see Figure 28). For administrative purposes, each staff member's monthly reports also contain an account of his or her time broken down into days worked, vacation time or sick leave taken, and "comp time" earned. At the end of the year, numbers from the monthly reports are simply added together for an annual report. This is an example of a manual system that is easy to maintain and which can generate accurate, useful, and accessible information, both for monitoring purposes and for fund-raising presentations.

However, the Scottsdale program is a small one. For a larger program with frequent follow-up contacts, compiling similar information by hand would be unwieldy. Thus, staff in the Twin Cities Crime Victim Centers and in St. Louis County's Victim Service Council record case information directly onto recordkeeping forms pre-coded for easy computerization. With assistance provided by the county's data processing department, the Victim Service Council is able to prepare computer analyses of caseload information, which the director uses for monitoring purposes. Sample pages from the computer printouts on referral source and police department are contained in Table 7. Staff members code case information on forms. While it is more time consuming to enter the appropriate codes, and while it requires more training to use the forms, the staff thereby develop a clearer picture of the assistance they provide, which in turn improves their ability to handle a case.

The National Organization for Victim Assistance (NOVA) has published a manual MIS system for victim service programs that can also be adapted to computer use (see Appendix C).

Program monitoring. Monitoring, also referred to as process evaluation, provides basic information on how the program operates. In its most informal sense, monitoring takes the form of staff meetings to keep track of program activities. Most of the site programs held regular gatherings at which staff had the opportunity to air complaints, report developments in agencies that collaborate with the program, discuss legislation related to victim witness rights, share cases, offer suggestions for increasing program efficiency, and simply socialize.

A more formal monitoring process is helpful to ensure that program operations are thoroughly and systematically examined on a regular basis. Typically, directors and staff examine program records; survey victims and witnesses, criminal justice system personnel, and social service agency officials; and observe changes in the local environment (for example, by examining local crime statistics). Their inquiries

Figure 27
Sample File Card, Scottsdale, Arizona
Police Crisis Intervention Unit

- Doe, Jill D.O.B. 6-14-60
 Address Parents - Jack Doe (w) 999-8290
 Phone Jane Doe

4-19-82 DR# 82-432X Sexual Abuse; Fondling occurred at the "Fun
 Factory" game room. Investigator assigned - Frank Hylton

4-19-82 Investigator requests PCIS contact mother. Jane resisting prosecution;
 wants to minimize trauma to child.

4-20-82 Phone w/ mother. Jill doing well; parents supportive; mother agreed
 to interview with PCIS and invest.

4-21-82 Info from Hylton - suspect has previous conviction - same offense;
 on probation to V. Ganner.

4-26-82 PCIS & F. Hylton interviewed Jill at home; Jill wants to make
 sure it doesn't happen to anyone else. Good witness - very
 bright and verbal; No referral at this time.

4-27-82 Suspect arrested

5-10-82 Preliminary Hearing - Doana Myers (County Atty Victim Witness)
 prepared victim. Excellent witness - complimented by judge and
 County attorney. Suspect bound over by Superior Court.

are directed toward answering two general questions: 1) is the program reaching the appropriate target population? and 2) is the program providing the resources and benefits that were intended in its service design?

Monitoring provides information on the specific activities in which the program engages and quantifies those activities—the number and type of clients it is reaching, the number and type of services it is providing, the number of staff hours it devotes to each activity, and the costs it incurs for each service. This information can be used for purposes of assessing goal achievement (in order to justify continued or expanded funding, or to modify and improve program operations), easing staff transitions, and providing information to other agencies.

Monitoring to assess goal achievement. Perhaps the most compelling rationale for monitoring program operations is to have documentation to present to the public, to the criminal justice system, and to other pertinent agencies, organizations, and public officials, about the program's success in achieving its goals. For example, the program may investigate whether it is serving target populations established during program planning. Thus, if a program decides to concentrate services on elderly victims, it can examine its intake records to see whether the majority of its clients are 65 years or older. In reviewing its client composition, the St. Louis County Victim Service Council discovered that it was serving a disproportionately large number of battered women. Realizing that this was due in large measure

**Figure 28
Monthly Tally, Scottsdale, Arizona**

Date _____

TO: _____

FROM: _____
P.C.I.S.

SUBJECT: MONTHLY REPORT

	<u>CURRENT MONTH</u>	<u>YEAR TO DATE</u>	<u>SAME MONTH LAST YEAR</u>	<u>TO DATE LAST YEAR</u>
Cases Received	_____	_____	_____	_____
Clients Received	_____	_____	_____	_____
Repeat Clients	_____	_____	_____	_____
Clients Continued	_____	_____	_____	_____
Total Clients	_____	_____	_____	_____
PROBLEMS HANDLED:				
Suicide Related	_____	_____	_____	_____
Psychological, 918, Mental	_____	_____	_____	_____
Juvenile Related	_____	_____	_____	_____
Runaway	_____	_____	_____	_____
Incorrigible	_____	_____	_____	_____
Family Problems	_____	_____	_____	_____
Battered Husband	_____	_____	_____	_____
Battered Wife	_____	_____	_____	_____
Neighborhood Problems	_____	_____	_____	_____
Basics - Shelter/Unemployment	_____	_____	_____	_____
Death Related	_____	_____	_____	_____
Child Abuse	_____	_____	_____	_____
Child Molest	_____	_____	_____	_____
Child Neglect	_____	_____	_____	_____
Child Dependency	_____	_____	_____	_____
Missing/Lost Person	_____	_____	_____	_____
Sexual Abuse	_____	_____	_____	_____
Sexual Assault	_____	_____	_____	_____
Elderly/Senile	_____	_____	_____	_____
Alcohol	_____	_____	_____	_____
Drugs	_____	_____	_____	_____
Crime Related	_____	_____	_____	_____
Referrals	_____	_____	_____	_____
Meetings	_____	_____	_____	_____
Days Worked	_____	_____	_____	_____
Training Time Given	_____	_____	_____	_____
Training Time Received	_____	_____	_____	_____
Overtime	_____	_____	_____	_____
Sick	_____	_____	_____	_____
Ride-Along	_____	_____	_____	_____

Table 7
 Sample Computer Printout Pages from
 the Victim Service Council, St. Louis
 County, on Referral Source

VSC MASTER						
FILE VSMMASTER (CREATION DATE = 04/30/81)						
VAR09 REFERRED BY						
1	2	3	4	5	6	7
8	9	10	11	12	13	14
CATEGORY LABEL	CODE	ABSOLUTE FREQ	RELATIVE FREQ (PCT)	ADJUSTED FREQ (PCT)	CUM FREQ (PCT)	
	VC	1	0.5	0.5	0.5	
	CJ	1	0.5	0.5	1.0	
CLAYTON	CL	2	1.0	1.0	2.0	
ST LOUIS COUNTY	CO	1	0.5	0.5	2.4	
CENTRAL RECORDS	CR	135	65.9	65.9	68.3	
	OT	2	1.0	1.0	69.3	
PACIFIC	PA	5	2.4	2.4	71.7	
RIVERVIEW	RI	1	0.5	0.5	72.2	
SELF REFERRAL	SR	26	12.7	12.7	84.9	
	UC	3	1.5	1.5	86.3	
WARRANT OFFICE	WO	12	5.9	5.9	92.2	
	000	13	6.3	6.3	98.5	
	474	1	0.5	0.5	99.0	
	542	1	0.5	0.5	99.5	
	670	1	0.5	0.5	100.0	
	TOTAL	205	100.0	100.0		
VALID CASES	205	MISSING CASES	0			

Table 7 (cont'd)
 Sample Computer Printout Pages from
 the Victim Service Council, St. Louis County:
 Police Department in Which Client Resides

VSC MASTER						
FILE VSMMASTER (CREATION DATE = 04/30/81)						
VAR07 POLICE DEPARTMENT						
			ABSOLUTE	RELATIVE	ADJUSTED	CUM
	CATEGORY LABEL	CODE	FREQ	FREQ	FREQ	FREQ
				(PCT)	(PCT)	(PCT)
1						
2						
3						
4						
5						
6	BALLWIN	BA	1	0.5	0.5	0.5
7	BELLFONTAINE NEIGH	BE	1	0.5	0.5	1.1
8	BEVERLEY HILLS	BH	1	0.5	0.5	1.6
9						
10	BERKELEY	BK	23	11.2	12.4	14.0
11						
12	BELL RIDGE	BL	3	1.5	1.6	15.6
13						
14	BELL NOR	BN	2	1.0	1.1	16.7
15	BRECKENRIDGE HILLS	BR	2	1.0	1.1	17.7
16						
17	BRIDGETON-BRD TER	BT	5	2.4	2.7	20.4
18	BRENTWOOD	BW	3	1.5	1.6	22.0
19						
20	CREVE COEUR	CC	2	1.0	1.1	23.1
21	CLAYTON	CL	10	4.9	5.4	28.5
22						
23	ST LOUIS COUNTY	CO	3	1.5	1.6	30.1
24	ST LOUIS COUNTY	CU	21	10.2	11.3	41.4
25						
26	COOL VALLEY	CV	2	1.0	1.1	42.5
27	CRESTWOOD	CW	2	1.0	1.1	43.5
28						
29	ST LOUIS COUNTY 1ST	C1	6	2.9	3.2	46.8
30	ST LOUIS COUNTY 2ND	C2	4	2.0	2.2	48.9
31						
32	ST LOUIS COUNTY 3RD	C3	5	2.4	2.7	51.6
33	ST LOUIS COUNTY 4TH	C4	4	2.0	2.2	53.8
34						
35	ST LOUIS COUNTY 5TH	C5	1	0.5	0.5	54.3
36	DES PERES	DP	3	1.5	1.6	55.9
37						
38	DELLWOOD	DW	2	1.0	1.1	57.0
39						
40						
41						
42						

Figure 29
Examples of Approaches to Program Monitoring

Examples of Monitoring Questions

Is the program reaching the appropriate target populations?

Example: Are elderly victims receiving program assistance?

Is the program providing the resources and benefits that were intended in service design? I.e., is the program meeting its objectives?

Information Needed

- Types of victims and witnesses program plans (or planned) to assist
- Number and types of victims and witnesses actually assisted
- Program goals
- Status of progress toward meeting goals: goals met, work underway, goals not accomplished

Sources of Information

- Program director, program documentation
- Program records
- Program director and staff, program documentation (e.g., progress reports, operational manuals)
- Program records
- Victims and witnesses assisted
- Police, prosecutors, and human service providers who work with the program

to the passage of state legislation which allowed battered women to defend themselves without legal counsel, the program decided to keep an eye on client composition to make sure other victims and witnesses were not neglected. Figure 29 provides examples of how programs can use monitoring to determine whether or not they are meeting their objectives. Figure 30 summarizes the effort of St. Louis County's Victim Service Council to obtain an overall view of its functioning each year. (The Council director and staff meet with their administrative agency chairwoman specifically to set goals for the upcoming year, to take stock of the extent to which previous goals were met, and to document their conclusions.)

As mentioned in Chapter 2, Formulating and Redefining Objectives, it is important that programs set realistic goals and that they express their goals in measurable terms. Objectives that are over-ambitious and vague will prove impossible to monitor and evaluate. Figure 31 displays sample goals from the programs visited and illustrates how these objectives might be monitored.

Monitoring to ease staff transitions. In addition to assessing goal achievement, program monitoring can help smooth transitions for new directors and staff. Program documentation—progress reports, operational manuals, training materials—create a permanent written record of program activities, which provide new staff with explicit written guidelines to program operations.

Monitoring to help other agencies. Finally, monitoring can generate information that is directly useful to other agencies. By recording exactly where victims have been attacked or robbed, Portland's Victim Assistance Program is able to identify areas where the elderly are victimized and to assist the police department in its preventive patrol activities.

Since monitoring focuses on the internal operations of a program, and not on external effects or outcomes, caution should be exercised in interpreting the information obtained from this effort. For example, measuring the number of clients served and the services provided may indicate that the program was successful in meeting the objective of providing comprehensive assistance to the maximum number of victims and witnesses. However, this information does *not* indicate that a program successfully reduced the emotional and financial problems experienced by its clients. To obtain information on program outcomes, impact evaluations are needed.

Impact evaluation. Unlike monitoring, which tracks program activities and operations and assesses service quality, impact evaluation seeks to determine the effects the program has had on victims and witnesses, the criminal justice system, and other human service providers in the community. For example, did victims and witnesses assisted by the program experience less anxiety in testifying in court? Was stolen property returned promptly to burglary and robbery victims? Furthermore, impact evaluations may reveal unintended and

Figure 30 An Example of Monitoring Goal Achievement from the St. Louis County Victim Service Council

Program/Project Assessment - Fiscal Year 1981

The prioritized goals of the Victim Service Council for program year 1981, beginning May 1981, were as follows :

1. To work for statewide victim compensation legislation.
STATUS : Combined House Bill 41, 319, 429, 478 & 228 was passed and signed by Governor Kit Bond ; Section 8 of this bill became effective on October 1, 1981, the remaining sections will become effective January 1, 1983.
2. To research the availability of additional contiguous space for Victim Service Council's office.
STATUS : New office space acquired and renovated for VSC's purposes in February 1982.
3. To increase the number of volunteers by expanding public visibility via PSA's, newspaper articles, approaching area universities, etc.
STATUS : All the above approaches were made and the number of direct service volunteers was increased from 12 to 21 including 3 practicum students
4. To provide a more intensive training course for volunteers working with adult abuse and domestic violence cases.
STATUS : Courses instituted and training sessions held. Domestic violence and battered women - January 27, 1981 , March 17, 1981 ; Adult Abuse - July 28, 1981. Each session trained between 7 & 10 volunteers.
5. To expand our services to include a larger number of violent crime victims.
STATUS : This has definitely been accomplished - statistics are not available at this time due to transfer to the county computer service.
6. To offer assistance to the State of Missouri in setting up mechanics for Victim Compensation program when it is passed by legislature.
STATUS : Numerous telephone calls to legislators were made and a letter offering assistance was sent to Mr. Richard Rousselot, Director of Workmen's Compensation , on December 17, 1981.

7. To assist clients in applying for compensation after program is passed by legislature.
STATUS : This goal will not be applicable until this section of bill becomes active on January 1, 1983.

8. To advocate for a restitution program.
STATUS : Although there has been discussion with some of the judges, with some judges implementing this concept, we have not been directly involved in advocacy of such a program this year.

We established other activities during the year over and above our stated goals. These included:

1. Training emergency room staff in designated hospitals in rape recovery. This was accomplished in conjunction with the prosecuting attorney's office, the county lab and the county sexual assault unit.
2. We worked for effective implementation of the Adult Abuse Bill through not only volunteer training programs, but also through community education and advocacy.
3. We are in the process of obtaining continuing education credit status for VSC training programs.
4. We are providing technical assistance to other groups wishing to develop or improve services to victims.
5. We are in the process of obtaining computer terminals & computer processing from St. Louis County to improve evaluation & service to victims.

SUGGESTIONS FOR CHANGING, IMPROVING, EXPANDING PROJECT:

1. Evaluate the role of the volunteer and plan for the involvement of VSC in the Victim Comp. Program.
2. Evaluate the need and implement the funding for an assistant volunteer coordinator (improve).
3. Develop a technical assistance program for other groups on a national level.

Figure 31
Sample Victim Witness Program Objectives¹
and Examples of Approaches to Monitoring

Sample Objective	Information Needed	Sources of Information
<ul style="list-style-type: none"> • Be available for on-the-scene counseling (Scottsdale) 	<ul style="list-style-type: none"> • Number of responses to requests for on-the-scene counseling 	<ul style="list-style-type: none"> • Program records
<ul style="list-style-type: none"> • Notify 25,000 victims and police officers of the outcome of their cases and thank them for their assistance (Portland) 	<ul style="list-style-type: none"> • Number of case disposition letters sent or calls made to victims and police officers 	<ul style="list-style-type: none"> • Program records
<ul style="list-style-type: none"> • Utilize and coordinate existing community resources and encourage the development of services not already provided (Minneapolis/St. Paul) 	<ul style="list-style-type: none"> • Number of referrals made • Number of interagency meetings held • Number of new services begun in community 	<ul style="list-style-type: none"> • Program records • Observation

¹Sample objectives are taken from Chapter 2, Figure 5, Uses and Tips for Establishing Objectives.

perhaps undesirable consequences of program activities. For example, crime prevention presentations, although designed to reduce fear of victimization, may serve to increase the fear of crime. The most rigorous impact evaluation shows not only what intended and unintended changes resulted since program inception, but also whether these changes can be attributed solely to the program. Increases in reporting of certain crimes, for example, may reflect legislative changes in addition to the influence of program intervention; reduced financial burdens on clients may result from a new victim compensation law as well as from program efforts.

The complexities of design, data collection, and interpretation of impact evaluations are formidable. In fact, one expert notes that most victim witness programs do not have the resources for a rigorous impact evaluation and will therefore require outside assistance, not only in performing the evaluation but also in funding it. Without sufficient resources or skills, the results of impact evaluation may not merit the investment of staff time—which is still considerable—and will probably not be considered sound research.

On the other hand, informal small-scale impact evaluations can still be politically valuable for securing funding and support, and can be useful for internal program monitoring.

Often, local universities can provide assistance in conducting impact evaluation at very little and sometimes no cost to the program. Graduate students in criminal justice, sociology, and research methodology are good candidates for helping programs with impact evaluations. The Scottsdale Police Crisis Intervention Unit, Pima County Victim Assistance Program, and Danville, Illinois, Victim Witness Advocate Program all had evaluations performed by graduate students at local universities. Another useful resource is the Program Assessment System developed by the National Organization for Victim Assistance (NOVA). The system is designed both for self-administration by program staff and implementation by outside evaluators (see Appendix C).

Program directors who engage independent researchers to perform impact evaluations should provide prospective evaluators with 1) a statement of why the evaluation is being conducted and the audience to whom the evaluation report will be directed (e.g., project personnel, funding agencies, planning agencies that set standards and establish program guidelines), and 2) information on the organization and activities of the project, including short- and long-term goals as indicated in program reports. In selecting an evaluator, the program director should look for an evaluation design that includes a list of the questions that will be

Figure 32
Example of Approaches to Impact Evaluation

Goals	Examples of Impact Goals	Information Needed	Sources of Information
Improved Victim Witness Treatment	<ul style="list-style-type: none"> • Assist victims and witnesses by alleviating emotional and financial problems resulting from victimization • Prevent victims from being victimized again by the criminal justice system 	<ul style="list-style-type: none"> • Level of client satisfaction • Police, prosecutor, and social service agency perceptions of program impact • Number and quality of claims for property return, compensation, restitution, and witness fees either (a) before and after program inception or (b) between program jurisdiction and comparable program jurisdiction • Program staff and other human service agency perceptions of victim functioning at case termination compared to intake 	<ul style="list-style-type: none"> • Survey of victims and witnesses • Survey of police, prosecutors and social service agency representatives • Court files • Program files • State compensation board files • Survey of staff and human service providers
Improved System Efficiency	<ul style="list-style-type: none"> • Reduce amount of police time spent in non-criminal social service duties • Reduce amount of time witnesses spend waiting in court to testify 	<ul style="list-style-type: none"> • Amount of time police spent providing counseling and support before program inception or before finding out about and using program compared with after using program services • Amount of time witnesses wait in court before their appearances after program inception compared with before 	<ul style="list-style-type: none"> • Police reports • Survey of police perceptions • Survey of witnesses, including police witnesses

answered and the types of information that will be provided; the methods by which information will be obtained and an indication that the researcher knows how to conduct a technically sound evaluation; and staffing and costing plans that are within program budget for evaluation efforts.

The first step for the program interested in conducting an impact evaluation is to specify the outcomes the program is supposed to have. Many victim witness programs identify these outcomes or impacts when they formulate and redefine objectives (see Chapter 3). Again, it is important that programs specify realistic and measurable outcomes. Figure 32 shows examples of impact goals victim witness programs establish, the information needed to assess their achievement, and the sources of that information.

Generally, two approaches to impact evaluations are used. First, evaluators can compare the emotional and financial problems of victims and witnesses and how these were addressed by the criminal justice system, community human service providers, and informal support networks (such as family and friends) *before and after* the program's implementation, to see whether any changes have occurred that might reasonably be attributed to the program. However, unless this design is implemented before the program becomes operational, the comparisons may prove impossible as information about pre-program conditions becomes increasingly difficult to retrieve. Alternately, to help ensure that the program—and not some other event or agency—is the cause of reduced victim and witness problems, staff can compare the experiences of assisted victims and witnesses

with the experiences of individuals in the same or similar jurisdictions who have not received this kind of assistance. One technique involves assigning individuals on a random basis to a group which will receive assistance and another group which will not. Or, clients can be matched and compared to people similar in all respects except for program assistance. Both methods involve trade-offs among the scientific rigor of the results, the ethical considerations of denying assistance to those who may need it, and the feasibility of performing an impact evaluation.⁹

The information sources for impact evaluations include those used for conducting needs assessments and monitoring. However, data must be collected from other groups (such as victims and witnesses in jurisdictions where no assistance program exists), or the information must be expanded upon (for example, to span a longer period of time, before and after program implementation).

The primary means of assessing impact on clients is to conduct an attitude or opinion survey. The evaluation of the Twin Cities Crime Victim Center included a survey of clients assisted during a three-year period. A one-page multiple choice service evaluation form (Figure 33) was mailed to each client receiving substantial services (beyond just information over the phone) who would not be endangered by receiving it. The majority of clients were satisfied with the assistance they received from the Center—particularly with crisis intervention, counseling, and court assistance—and the level of client satisfaction increased over time as the Centers became more experienced in responding to clients' problems.

However, surveys of former clients can pose problems. A research analyst for the Pima County Victim/Witness Program noted that many of the clients contacted for follow-up surveys could not even remember the program two to three months later. Some victims do not realize they are being assisted by a separate program, and mistake staff for police or prosecutor assistants. Or they may actually erase the memory of the program in an effort to forget the pain of having been victimized. For other victims, the survey may bring back memories of overpowering pain, and they may require additional assistance; staff should consider this possibility before contacting victims for survey purposes. Furthermore, as in maintaining client contact, victims and witnesses may be difficult to keep track of for evaluation purposes.¹⁰ Finally, a program which plans to actively solicit opinions from victims and witnesses should make sure they feel comfortable about sharing their reactions, and should take precautions not to jeopardize their desire for confidentiality. Some victims may not want their families or partners to know about their victimization, or that they sought assistance in coping with the experience.

To determine their impact on police, prosecutors, and human service providers, programs must examine changes reported in agency records or interview these groups. For

example, researchers of the Minnesota Department of Corrections conducted a survey of police officers to determine how frequently they referred crime victims to the Twin Cities' Crime Victim Centers, what impact the Center had on the officers' work, and their impressions of the general quality of the Center's services. Survey forms were distributed to officers at the end of the Center's first year of operations and again after the Center had been open for about three years. In both surveys, most officers reported making referrals on a monthly basis and noted that when they did work in cooperation with Centers, their efficiency increased. Their overall evaluation of the quality of Centers' services was positive.

Formal surveys of clients and other users require a high level of effort on the part of program staff and directors. Less obtrusive methods can also be used, such as reviewing police incident reports or court records to examine changes in crime reporting or rate of filing charges, or observing how many new social service agencies have begun or whether consortiums of human service providers have formed.

Many of the impacts of victim witness programs are particularly difficult to measure. For example, to date no researcher has conclusively demonstrated that crisis intervention has a positive impact on victims of crime. Nor is it known whether, in the long run, individuals whom programs have assisted are healthier or suffer significantly less financial loss as a result of project efforts. Definitive evidence of improved system efficiency due to victim witness programs is also lacking. Attempts to measure whether program efforts have led to increases in successful prosecution, or made victims and witnesses more willing to cooperate with police and prosecutors and report crimes, have been inconclusive, at best.¹¹

However, the simple justice of a humane and supportive response to the needs of innocent victims of crime may be a stronger justification for program efforts than any numerical findings. Furthermore, researchers have documented some positive results of victim witness programs. For example, evaluations have proved that witness notification reduces the time civilians and police officers spend waiting to testify. Witness notification has also been shown to benefit prosecutors, who do not have to devote as much time to locating witnesses.¹² These findings suggest that programs interested in conducting impact evaluations start with quantifiable benefits rather than qualitative benefits (such as reducing emotional trauma) which are difficult to measure.

* * * *

Programs should bear in mind that monitoring and evaluation are not one-time efforts. Successful victim witness programs initiate and are subject to so many changes that results can quickly become outdated; thus, it is important to conduct monitoring and evaluation regularly. In addition, not

Figure 33 Service Evaluation Form, Twin Cities Crime Victim Center

CRIME VICTIM CENTER SERVICE EVALUATION

THE CRIME VICTIM CENTER WAS RECENTLY IN CONTACT WITH YOU CONCERNING A CRIME COMMITTED AGAINST YOU. TO HELP US IMPROVE OUR SERVICES, WE WOULD APPRECIATE YOUR COMPLETING THIS BRIEF QUESTIONNAIRE. YOUR ANSWERS WILL BE KEPT STRICTLY CONFIDENTIAL.

PLEASE CHECK THE BOX FOR THE RESPONSE TO EACH QUESTION WHICH BEST DESCRIBES YOUR THOUGHTS AND OPINIONS.

GENERALLY:

	YES	SOMEWHAT	NO
WERE STAFF HELPFUL? (6)	<input type="checkbox"/> (3)	<input type="checkbox"/> (2)	<input type="checkbox"/> (1)
WERE STAFF PROMPT? (7)	<input type="checkbox"/> (3)	<input type="checkbox"/> (2)	<input type="checkbox"/> (1)
WERE STAFF COURTEOUS? (8)	<input type="checkbox"/> (3)	<input type="checkbox"/> (2)	<input type="checkbox"/> (1)

IF WE HELPED YOU IN ANY OF THE FOLLOWING WAYS, PLEASE TELL US HOW YOU FEEL ABOUT OUR HELP:

	I DID NOT NEED THIS SERVICE	I WAS SATISFIED	I WAS SOMEWHAT SATISFIED	I WAS NOT SATISFIED
LISTENING TO YOUR PROBLEMS, ANSWERING YOUR QUESTIONS, PROVIDING INFORMATION (9)	<input type="checkbox"/> (0)	<input type="checkbox"/> (3)	<input type="checkbox"/> (2)	<input type="checkbox"/> (1)
PROVIDING TEMPORARY REPAIRS FOR YOUR HOME (10)	<input type="checkbox"/> (0)	<input type="checkbox"/> (3)	<input type="checkbox"/> (2)	<input type="checkbox"/> (1)
PROVIDING TRANSPORTATION (11)	<input type="checkbox"/> (0)	<input type="checkbox"/> (3)	<input type="checkbox"/> (2)	<input type="checkbox"/> (1)
HELPING YOU COMPLETE REPARATIONS FORMS (STATE AID TO INNOCENT VICTIMS OF CRIME)(12)	<input type="checkbox"/> (0)	<input type="checkbox"/> (3)	<input type="checkbox"/> (2)	<input type="checkbox"/> (1)
ADVICE AND ASSISTANCE WITH CRIME PREVENTION (MAKING YOUR HOME SAFER, ETC.) (13)	<input type="checkbox"/> (0)	<input type="checkbox"/> (3)	<input type="checkbox"/> (2)	<input type="checkbox"/> (1)
HELPING YOU PRESS CHARGES, PROVIDING SUPPORT THROUGHOUT COURT PROCEEDINGS (14)	<input type="checkbox"/> (0)	<input type="checkbox"/> (3)	<input type="checkbox"/> (2)	<input type="checkbox"/> (1)
SERVICES OF <u>OTHER</u> AGENCIES WHICH WE RECOMMENDED TO YOU (15)	<input type="checkbox"/> (0)	<input type="checkbox"/> (3)	<input type="checkbox"/> (2)	<input type="checkbox"/> (1)
OTHER SERVICES NOT LISTED ABOVE (PLEASE SPECIFY _____) (16)	<input type="checkbox"/> (0)	<input type="checkbox"/> (3)	<input type="checkbox"/> (2)	<input type="checkbox"/> (1)

ANY OTHER COMMENTS ON THE QUALITY OF OUR SERVICES WOULD BE APPRECIATED:

PLEASE FOLD, SEAL, AND MAIL. QUESTIONNAIRE HAS BEEN STAMPED FOR YOUR CONVENIENCE. THANK YOU.

all of the information generated by monitoring and evaluation will be positive. In fact, these activities are intended to identify weaknesses as well as strengths in programs. Victim witness programs should not be intimidated by what appear to be negative findings; by taking corrective measures, staff can improve program operations, enhance credibility, and gain support.

Stimulating Public Awareness and Support

By conducting publicity and public education, victim witness programs can accomplish three vital goals: generate clients, create support for the program itself, and increase public knowledge about specific crimes (such as rape, domestic violence, and child sexual abuse), the experience of victimization, the operations of the criminal justice system, and crime prevention techniques. Generating clients and support for the program are publicity efforts and should be distinguished from increasing public knowledge, which relies on public education.

A variety of publicity avenues are open to victim witness programs: securing news coverage, making television appearances and radio broadcasts, and posting advertisements. Publicity can enhance program visibility and acceptability, as it did for the Pima County Victim Witness Advocate Program. Publicity can also generate support for a program in the form of financial contributions or in-kind donations. Many programs also use publicity to recruit volunteers.

Some programs have found that publicity can result in a barrage of calls from people needing all kinds of assistance, not necessarily appropriate to a victim witness program. Thus, while a new program might find publicity useful in generating clients, as it becomes more established and develops regular referral sources it may find publicity for this purpose unnecessary. Nonetheless, many directors continue to use publicity to generate support for the program itself.

To conduct public education, program staff often give lectures at universities, churches, senior citizen centers, and local community clubs. In conjunction with public education lectures, many programs use written materials, such as brochures and pamphlets. Examples of the groups and topics addressed in public education efforts are shown in Figure 34, reproduced from the annual report of the St. Louis County's Victim Service Council. Crime Victim Centers in Minneapolis/St. Paul organized "Blockwatch," a public education campaign on crime prevention for neighborhoods and apartment complexes; meetings were led jointly by a staff member from the Centers and a police officer from the local precinct, and were attended by over 18,000 people in a three-year period. The Centers also showed a short film for senior citizens on how to protect themselves from being mugged.

Limited resources may make publicity and public education a low priority, particularly for established programs already operating under the constraints of programs with budget cuts. But it is precisely because of budget cuts that these activities assume importance. Although publicity and public education are used for different purposes, they may be conducted at the same time. Victim witness programs can also consider using volunteers to make presentations (see Chapter 3) or working with other human services providers and members of the criminal justice system to engage in joint publicity or public education activities.

Keys to Program Success

Given the variety of practices in victim witness programs, and the differing needs of jurisdictions, no one program can be considered the perfect model. Nonetheless, successful programs do have certain elements in common. Successful program directors and staff are dynamic and dedicated individuals, interested in and capable of helping other people. They have a firm understanding of program costs and have conducted at least simple monitoring efforts to generate data useful for gaining support. Victim witness programs that have survived current economic hardships have done so because they managed to continue to provide quality services and have established and maintained strong working relationships with both the criminal justice system and human service agencies.

Within their networks with other agencies, successful victim witness programs have found strong advocates who are important to program survival. The Portland Victim Assistance Program is supported by the prosecutor's office because the district attorney believes the program gives victims and witnesses their only positive experience within the criminal justice system. St. Louis County's Superintendent of Police, a member of the Victim Service Council's Advisory Board, encourages line officers to work with the program because he believes that program services benefit both victims and police. In addition, during program planning, it was the superintendent who suggested long-term funding provisions—an element which proved crucial to the program's longevity.

Above all, program success depends on responsiveness to changing environments. In every aspect of development and operations, the program must remain flexible, making adjustments as necessary and constantly rearranging priorities. The most obvious example is altered funding levels: cutbacks challenge the program to find alternate sources of support, or to reduce services or staff without compromising the quality of services; funding increases call for the program to plan carefully to ensure that the additional money is put to the best use.

Figure 34
Examples of Topics and Audiences for Public Education Efforts*

Speakers Bureau Topics for Presentation

1. Rape Prevention
2. Services to Victims of Crime
3. Three-Part Symposium on Rape
4. Victim of Crime—Where Do I Turn Now!
5. Rape Awareness
6. Crime Against and Abuse Against Women
7. Westgate Crime Prevention
8. Rape and Rape Services
9. Crisis Intervention with Victims
10. Rape Awareness
11. Victim Services
12. Crime Against Women
13. Victims of Sexual Assault
14. Crimes Against Women
15. Rape Awareness
16. Rape Awareness
17. Florissant Valley Volunteer Day
18. Junior League Fair
19. Aid to Victims of Crime
20. Rape Awareness
21. Interview
22. Interview
23. Interview

Location

- Massachusetts Indemnity Life
 Insurance Company
 Crestwood Business Men's Ass'n.
 Kirkwood Crusade Against Crime
 JFK Community Center, Florissant
 Project Head Start
 Life Seekers of St. Louis
 Sidewalk display by volunteers with Crusade
 Against Crime
 Florissant Valley Community College
 Webster College-Crisis Intervention Class
 Florissant Valley Community College
 Kirkwood Crusade Against Crime
 Notre Dame High School
 Reproductive Health Services
 Tips for Tots
 Project Head Start
 Hadassah
 Florissant Valley Community College
 Junior League
 4th Ward Improvement Ass'n.
 Marriot Hotel Employees
 Clayton Times
 Post Dispatch
 Journal Newspaper

(Note: Most of these presentations were given by program staff members, although numbers 17 and 18 included many program volunteers.)

*St. Louis County, Victim Service Council.

Finally, the successful victim witness program is not merely responsive to change but initiates new approaches—searching for, recognizing, and capitalizing on any opportunity for improvement.

Footnotes

1. Marjorie Susman and Carol Vittert, "Building a Solution: A Practical Guide for Establishing Crime Victim Service Agencies" (St. Louis: National Council of Jewish Women, St. Louis Section, 1980), p. 1
2. Ibid.
3. National Organization for Victim Assistance, *Fundraising and Victim Services* (Washington, D.C.: 1982).
4. Donna W. Zalichin and Mark Feinstein, "Becoming Part of the System: Institutionalizing a Victim/Witness Program," in *Victim Witness Programs: Human Services of the 80s*, ed., Emilio C. Viano, (Washington, D.C.: Visage Press, 1980), p. 82.
5. Readers may wish to consult Peter H. Rossi and Howard E. Freeman, *Evaluation: A Systematic Approach* (Beverly Hills, California: Sage Publications,

- 1982), and D.W. Pearce, *Cost Benefit Analysis* (New York: MacMillan, 1971).
6. Zalichin and Feinstein, "Institutionalizing a Victim/Witness Program," p. 83; Evaluation Policy Research Associates, Ltd., "Final Evaluation Report, Second Year Grant, Milwaukee County Project Turnaround" (Milwaukee: Price Waterhouse and Company, 1978), pp. 61-83, 108-110.
 7. Anne L. Schneider and Peter R. Schneider, "An Introductory Guide to Evaluation of Victim Assistance Programs for Project Directors," in *Justice and Older Americans*, ed., Marlene A. Young Rifai (Lexington, Mass.: Lexington Books, 1977), p. 151; Evaluation/Policy Research Associates, *Milwaukee Project Turnaround*, p. 108; Robert H. Rosenblum and Carol Holliday Blew, *Victim/Witness Assistance* (Washington, D.C.: U.S Department of Justice), pp. 63-68; Battelle Law and Justice Study Center, "Program Review of National District Attorneys Associations Commission on Victim/Witness Assistance," (Seattle, Washington: September 1978), p. 79.
 8. In addition to the forms on which programs record detailed information on clients, most programs maintain a second set of files—usually manually—for cross referencing. For example, St. Louis County's Victim Service Council file is organized according to the date on which the next action is required. The program also maintains an index card file arranged alphabetically by the client's last name, in the event that the victim or witness calls for assistance before the next contact date.
 9. Under the most rigorous impact evaluations, the target population is randomly assigned to one of two groups: a "treatment" group (e.g., victims and witnesses who are assisted by the program) and a "control" or comparison group (who receive no help). Random assignment ensures that any differences detected between the two groups can be attributed to program services, rather than to pre-existing differences between the groups or to events in the external environment that could account for client improvement. Theoretically, under random assignment, the control group would include victims and witnesses who were eligible for service, but would not receive assistance; rather, they would rely on informal networks and, if charges are filed, would be processed through the criminal justice system in a traditional fashion. This type of impact evaluation design yields results in which programs can place the highest level of confidence. Comparing the experience of victims and witnesses who have been assisted by programs with the experiences of those who have not received any formal services allows programs to determine with some certainty whether their services are, in fact, having an impact on clients. However, this design also raises practical and ethical difficulties, because it is costly to conduct and difficult to implement in real life, and because in some cases it requires that services be denied victims and witnesses who need assistance and would otherwise be eligible for them. A common alternative to random assignment impact evaluation is to match the program clients with similar groups (demographically) in jurisdictions where no formal victim witness services operate. This alternative does not pose the same ethical problem of denying services to victims and witnesses who need assistance, and would otherwise be eligible for them, but it detracts from the level of confidence programs can place in evaluation findings, since factors other than program assistance, unanticipated and hence unaccounted for in the matching process, may contribute to differences between the two groups. Several valuable books are available that provide detailed guidelines for the nonresearcher for conducting impact evaluation. Among the best are: David C. Hoaglin, et al., *Data for Decisions* (Cambridge, Mass.: Abt Books, 1982); Donald T. Campbell and Julian C. Stanley, *Experimental and Quasi-Experimental Designs for Research* (Chicago: Rand McNally and Company, 1966); and Thomas D. Cook and Donald T. Campbell, *Quasi-Experimentation: Design and Analysis Issues for Field Settings* (Chicago: Rand McNally and Company, 1979).
 10. D.C. Bolin, "The Pima County Victim/Witness Program— Analyzing Its Success," *Evaluation and Change* (1980): 120-126.
 11. Roberta C. Cronin and Blair B. Bourque, "National Evaluation Program Phase I Assessment. Victim/Witness Assistance Projects. Draft Final Report" (Washington, D.C.: American Institutes for Research, 1979). Table B.1 summarizes attempts to measure various program outcomes, indicates the number of projects for which evidence is available, and provides references.
 12. Ibid.

Chapter 7: Funding Opportunities Through the Victims of Crime Act of 1984

Cutbacks in federal government spending for social service programs seriously affected some victim assistance programs in the late 1970s and early 1980s. Nonetheless, many victim programs began or continued to receive support from local sources. Furthermore, throughout this period the U.S. Department of Justice promoted victim assistance with grants for research, conferences, and networking. More recently, the Justice Assistance Act of 1984 provided \$55 million in block grants to states to support state and local criminal justice program initiatives. Approximately \$5 million was targeted to victim assistance.

The passage of the *Federal Victims of Crime Act (VOCA)* in 1984 underscores the federal government's leadership role in the victims movement by providing incentives to the states to institutionalize their victim assistance efforts. The act established a Crime Victims Fund of up to \$100 million annually. The money comes from federal offenders—from fines, new penalty assessment fees (e.g., \$50 for individual felons), forfeited bail bonds, and criminals' literary profits.

The fund may be used for three purposes:

- (1) to help states support local victim assistance programs;
- (2) to supplement state victim compensation programs; and
- (3) to assist victims of federal offenders.

This chapter addresses the first use. The chapter is designed to assist states that want to dispense VOCA funds and programs that want to apply for them. The discussion will familiarize readers with the act's funding formulas and provisions, and with the procedures states have developed to implement the act.

Funding and Grant Guidelines for Crime Victim Assistance

The determination of what proportion of the Crime Victims Fund is available to the states for victim assistance programs, and the guidelines state and local applicants must follow to qualify for aid, are reviewed below.

Funding formulas. Figure 35 presents the formulas by which VOCA allocations are determined, as well as the amount of money available in 1986 based on these formulas. The figure shows that the VOCA legislation establishes a Crime Victims Fund which may receive up to a maximum of \$100 million annually from federal fines and forfeitures. Up to 50 percent of the money in the fund may be used to supplement state victim compensation programs. Each state com-

penensation program may receive a grant of no more than 35 percent of its previous year's compensation awards. If those grants do not add up to the amount reserved for them in the fund—that is, 50 percent of the total fund for that year—the remainder rolls over to the pool for the federal and local victim assistance programs.

The pool available for the federal and local victim assistance programs is the difference between the total amount of money in the fund and the amount set aside for state compensation programs. The Attorney General may deduct from this pool up to five percent of the total Crime Victims Fund to assist victims of federal crimes. The remaining money—the total fund, minus the portion for state compensation programs, minus up to five percent for the federal victim effort—is then available for local victim assistance programs.

Each state receives a base amount of \$100,000 for victim assistance programs. The remaining funds are divided on the basis of each state's share of the total national population.

The actual dollars available in the fund in fiscal year 1985 illustrate how the funding formulas work (see Figure 35). In 1986, \$68.3 million was available in fiscal year 1985. Up to 50 percent of this amount, or \$34.15 million, could have been allocated to state victim compensation programs. Using the 35 percent formula of previous fiscal year claims awarded, only \$23.6 million was set aside for compensation programs. As a result, the money available for the federal and local victim assistance programs was \$44.7 million—that is, \$68.3 million (the total amount in the fund) minus \$23.6 million (the amount given to state compensation programs).

When the Attorney General deducted the five percent of the Crime Victim Fund allowed for assisting victims of federal crimes [\$3.4 million (.05 x \$68.3 million)], \$41.3 million remained available for the states to grant to local victim assistance programs.

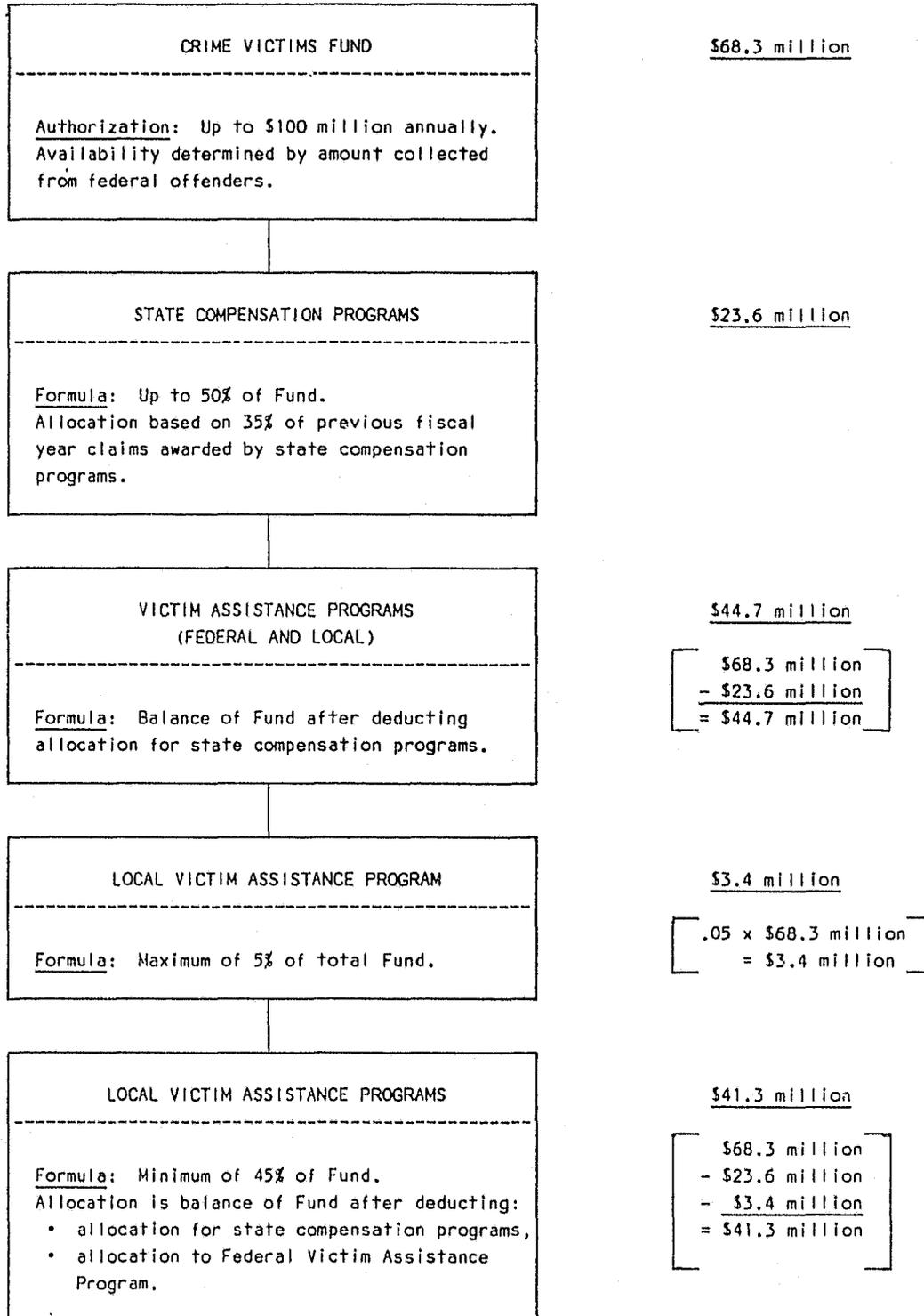
As this report was going to press, the Children's Justice Act (Public Law 99401) was enacted. This act amends the Victims of Crime Act and makes modest changes in the allocation formula. The Children's Justice Act will not, however, significantly change the percentage of funds available for state compensation or local victim assistance grants through VOCA.

Crime victim assistance grant guidelines. VOCA funds may be used to help fund existing and new victim assistance programs. To be eligible for funds, an existing program must:

Figure 35 Federal Victims of Crime Act (VOCA) of 1984 Funding Allocation Chart

Funding Allocation Formulas

Actual 1985
Fiscal Year
Allocations



- be operated by a public agency and/or non-profit organization;
- have a record of providing effective services to victims of crime;
- use volunteers (unless there is a compelling reason to waive this requirement—for example, a statutory prohibition);
- promote coordinated public and private efforts to aid crime victims within the community served; and
- assist victims in seeking available crime victim compensation benefits.

Existing programs must also demonstrate that at least one quarter of their financial support comes from sources other than the state's VOCA grant. This 25 percent "soft" match may be donated time, in-kind services, or equipment that can be quantified in dollars. For example, a program could determine the dollar value of its volunteers by comparing their hours and responsibilities with those of paid staff.

Victims of Crime Act funds may also be used to establish new programs provided they can demonstrate that at least 50 percent of their budget for victim assistance is in the form of cash from other sources. An existing organization with no record of having served crime victims that proposes to initiate victim services is considered a new program. States applying for funds must give priority to crime victim assistance programs that aid victims of (a) *sexual assault*, (b) *spouse abuse*, or (c) *child abuse*. States can meet this condition in one of three ways:

- (1) Allocate at least ten percent of their total crime victim assistance funds to *each* of these three priority categories.
- (2) Conduct a needs assessment to determine the appropriate allocation of funds to each priority category. The needs assessment must consider (a) the extent and quality of existing services to priority victims, (b) the particular needs of those victims in the state, and (c) all the funding resources already available to meet the needs of victims within the state.
- (3) Require every organization receiving VOCA funds to include at least one category of priority victims as a principal mission of its program.

States may be exempted from this provision if they can convincingly demonstrate that existing programs are providing adequate victim services to the priority groups, and that programs aiding the priority groups are already receiving significant amounts of financial assistance from the state or other sources.

VOCA funds may not be used to supplant state and local funds that would otherwise be available for victim services.

For example, a county may not substitute VOCA funds for its existing budgetary allocation to a rape crisis center and then spend the unused funds for other purposes.

Programs that focus primarily on lobbying or raising public awareness, crime prevention programs, and programs in which crime victims are not the sole or primary beneficiaries (e.g., witness management or witness notification programs) are not eligible for VOCA funds. Programs that provide both victim and witness services are eligible only for that portion of their activity that directly serves crime victims. Services that qualify include crisis intervention, emergency services (e.g., for shelter, lock repair, food), counseling, property return, intervention with landlords and employers, referral to other sources of assistance, and helping victims to participate in criminal justice proceedings (e.g., transportation to court, child care, escort). Also eligible as allowable costs are staff training in direct service delivery, and the development and dissemination of materials designed to publicize the program's services or recruit volunteers.

The first four sections of the VOCA grant guidelines may be found in Appendix J. These sections describe general provisions of the act, allocation of funds, program requirements, and application requirements.

State Procedures Adopted to Implement VOCA

During the first year of VOCA funding, the states used a wide variety of mechanisms for distributing their allocations.

Overview of implementation procedures. Some states awarded money directly to programs; others distributed funds to counties for redistribution to programs; and several gave their entire VOCA allocation to one organization, which served as a conduit for funding other programs in the state.

Even within these apportionment procedures there were significant variations in approach. A few states that awarded funds directly to programs simply issued requests for proposals (along with a copy of the VOCA statute and application guidelines) and told programs to apply if they were eligible and interested. Other states prepared detailed written criteria and procedures for awarding funds to programs.

States that divided their VOCA allocation among their counties required each county to select appropriate grantees within their jurisdictions, but these states varied in the amount of control they exercised over the manner in which the counties decided to award their grants. Formulas for determining how much money each county received also differed. New Jersey, for example, based its allocation on each county's crime rate, population, and number of Aid to Families with Dependent Children (AFDC) recipients.

A number of states experienced pressure from statewide coalitions of battered women's shelters and rape crisis centers to allocate as much money as possible to programs serving

their particular constituencies. Some states responded by giving all their VOCA funds to the three priority target categories of victims. In one state, coalitions of battered women's organizations and rape crisis centers formally petitioned to raise the minimum 10 percent required by the guidelines to 25 percent for programs serving abused spouses and sexual assault victims. The state rejected the request but ultimately allocated over 20 percent of its VOCA allotment to each of these program categories.

VOCA implementation procedures in three states. Several states developed innovative or well-thought out procedures for awarding their VOCA allotments. Below the experiences of three such states—Pennsylvania, Wisconsin, and Massachusetts—are described. Pennsylvania's allotment was \$1,890,000, Wisconsin's was \$817,000, and Massachusetts' was \$972,000.

Pennsylvania required each county to make its own determination of the need for victim services within its jurisdiction and then, using the results of this needs assessment, to solicit and evaluate proposals from eligible programs within its borders. The State Commission on Crime and Delinquency, which administers VOCA, directed every interested county to use a local policy board to develop a single, county-wide plan for conducting the needs assessment and allocating the funds. Most counties were able to expand existing policy boards that they had established previously to plan for *state* victim/witness services grants.

The commission mailed the following materials to the chairperson of every local policy board:

- The Victims of Crime Act of 1984 and the Federal Program Guidelines;
- Program application guidelines established by the commission for preparing the county grant requests;
- Blank needs assessment forms—one for each target group of victims—to be completed by the boards;
- Dates for local policy board meetings to review grant requests submitted by programs within their respective counties; and
- The maximum amount of VOCA funding each county could expect to receive.

The application guidelines established four priority areas for VOCA-eligible services. In addition to the three priority groups identified in the federal guidelines (sexual assault, spouse abuse, child abuse), the commission added victims of serious crimes, including assault, burglary, and surviving family members in homicide cases. Commission members felt that there was already considerable money being devoted to the first three priority areas, and they therefore wanted to stimulate increased funding devoted to

this fourth category of victims. Nonetheless, a planning board could devote its entire allocation to one priority category and deny funding to the others, or it could provide funding to more than one category. However, commission staff told the boards that it would be difficult to permit a county's entire allocation to go to just one program, regardless of what type of victims it served. The commission said it would favor community-based organizations because it preferred not to develop counseling programs within the criminal justice system.

The commission's formula for determining the maximum amount of money to grant each county was one-quarter weight for the county's population, one-quarter for the number of serious crimes in the county, and one-half for the county's contribution (obtained from penalty assessments on local criminal offenders) to the state funds for services. Each county was also assured a minimum of \$7,200.

Local boards had to perform three tasks. First, they had to conduct a county-wide needs assessment of victim services using forms provided by the commission. A copy of a completed form prepared by the Bucks County policy board is provided in Appendix K. As the form shows, each board had to inventory the county's existing resources and available staff in the county devoted to each priority group. The board then had to list existing services and note whether they were satisfactory.

A staff member from the State Commission's Victim Services Program attended separate board meetings in nearly all 54 counties to pre-screen the assessments for suitability, and to provide technical assistance on how to issue requests for proposals and how to evaluate applications that were submitted. Commission staff explained that, in addition to meeting federal and state guidelines, counties were to give priority to programs that focused on assisting victims of serious crimes. The most important criterion for selection, however, was that a program demonstrate a strong relationship between (a) a serious victim need, (b) the lack of adequate money currently being expended on the problem, and (c) the realism of the program's proposed methods for addressing the deficiency.

As their second responsibility, the boards invited eligible programs to apply for funding. Interested programs were given a 28-page, single-spaced Applicant's Manual for Federal Victims of Crime Act Projects developed by the state commission. The manual explained the VOCA program, the federal and state eligibility and fiscal guidelines, and the application process. Appendices discussed allowability of costs, post-award obligations, and commission regulations governing appeals of rejected applications.

In its proposal, each program applicant had to:

- (1) identify the victim services problem it planned to address with the new funds;
- (2) document existing crime rates, demand for services, and constraints which prohibited adequate service delivery;
- (3) explain what the project was intended to accomplish, in measurable terms where possible;
- (4) list the major tasks to be undertaken to achieve the objectives; and
- (5) identify the costs associated with the proposed project activities.

A copy of the Bucks County proposal is provided in Appendix L.

Each county planning board's third task was to select and justify programs to fund. Appendix M provides an example of one county's rationale for funding a sexual assault program.

Each board's final submission to the commission consisted of its needs assessment, its recommendations for program funding, and the individual applications from the programs it proposed to fund. The commission rejected only four of 54 county submissions.

In Wisconsin, the Department of Justice's Office of Crime Victim Services, in conjunction with the Attorney General's advisory Crime Victims Council, developed guidelines for VOCA implementation that gave funding priority to programs that:

- (1) provided several kinds of victim services;
- (2) participated in councils or other arrangements that made a full panoply of referral resources available to victims;
- (3) provided assistance to more than one category of crime victim, especially victims of sexual assault, domestic violence, and child abuse;
- (4) initiated or expanded services in the rural northwestern, northeastern, or southwestern regions of the state;
- (5) expanded victim services to members of minority populations; and
- (6) documented other potential sources of financial support, or presented a plan of action to find other funding sources, in the event that federal funds were cut back.

The state conducted its own needs assessment by developing "gap maps" that identified counties with high rates of different types of crime, but inadequate victim services. For example, one map identified counties that had (a) a high population and no victim program, or (b) a high violent crime rate and no program, or (c) a high property crime rate and no program. (See Figure 36.) Another map showed

counties with a high rate of forcible rape offenses and no support services for sexual assault victims. (See Figure 37.) The state encouraged interested bidders to tailor their proposals to meeting the needs revealed on the maps.

The Office of Crime Victim Services mailed letters announcing the availability of funds to 1,600 potential applicants, from small town police chiefs to major hospitals. Interested programs were then sent the federal VOCA guidelines, the state's own priorities for award, and the proposal requirements.

Fifty-six groups submitted proposals totaling \$2.8 million. Since the state's VOCA allocation was only \$817,000, many applicants could not be funded. The Office of Crime Victim Services implemented the following three-stage review process for determining which applicants to fund:

Stage I: *Adherence to all technical requirements.*

The reviewers examined whether each application was complete and met all the federal VOCA requirements, such as documenting the appropriate funding match, discussing how volunteers would be used, and describing how eligible victims would be assisted to secure crime victim compensation. Twenty of the 56 applicants were eliminated at this stage for these and similar technical reasons.

Stage II: *Quality of proposal content and conformity to the state's priority concerns.*

For this screen, an elaborate rating scheme was developed to assess the quality of each applicant's proposal content. (A copy of the rating scheme is presented in Figure 38; instructions for completing the ratings may be found in Appendix N.) Every application was reviewed both by a staff member and an outside evaluator (either a member of the Crime Victims Council or a non-staff person familiar with federal grant programs). In the few instances in which there was a significant discrepancy in the scoring between the two evaluators, a second staff member reviewed the application and provided a definitive score. Fifteen of the 36 applicants remaining from Stage I were eliminated at this stage based on unacceptably low scores.

Stage III: *Final considerations.*

In order to remain within the available VOCA budget, a few of the remaining 21 applicants had to be rejected. Through informal group discussions, Office of Crime Victim Services staff eliminated another two applicants based on the complete picture the staff now had of

Figure 36
Wisconsin Crime Victim Services "Gap Map"

KEY:



High population;
no V/WAP



High violent crime rate;
no V/WAP



High property crime rate;
no V/WAP

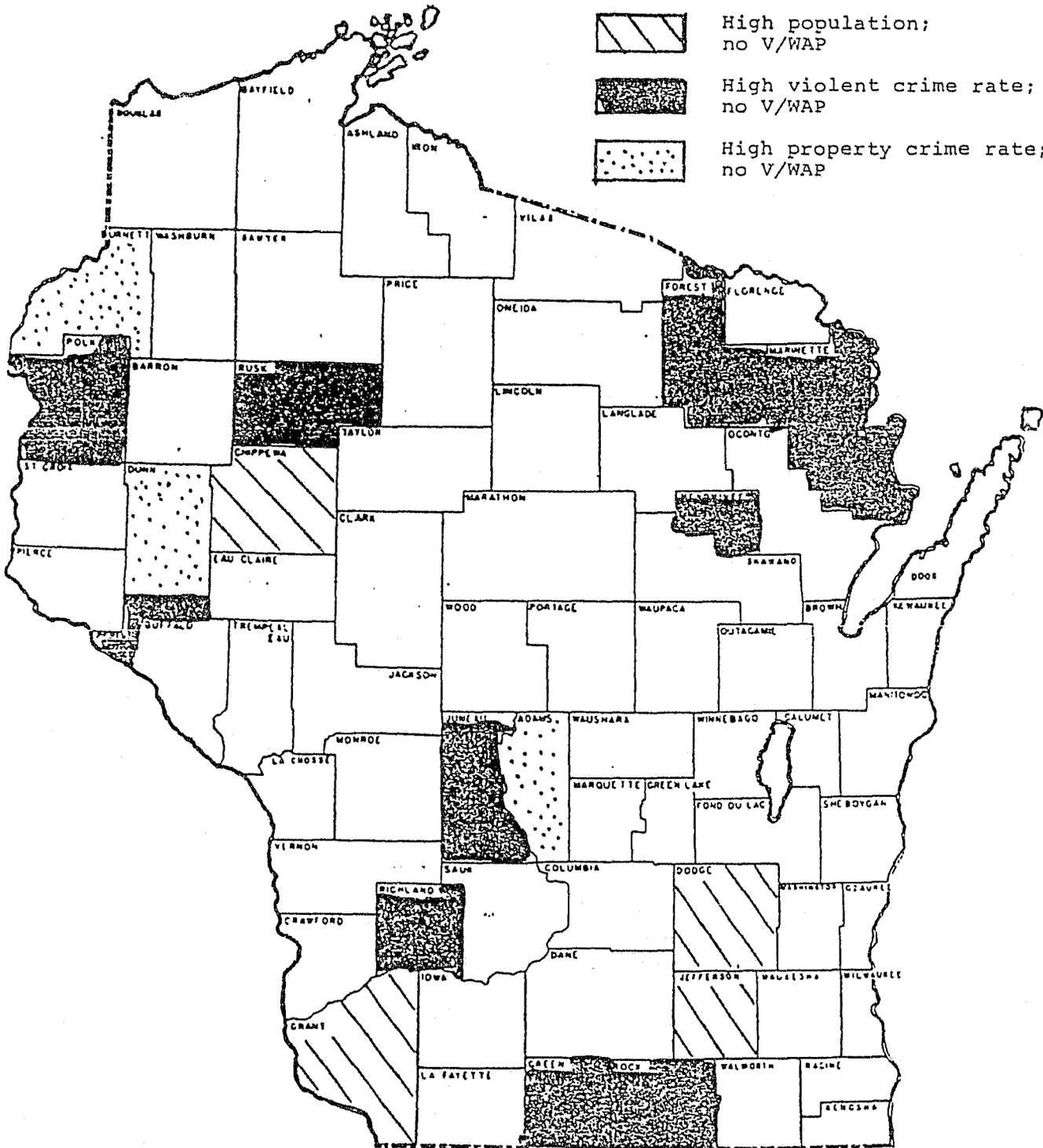


Figure 37
Wisconsin Sexual Assault Services "Gap Map":
Counties with a high 1984 forcible rape offense rate
and no support services for victims

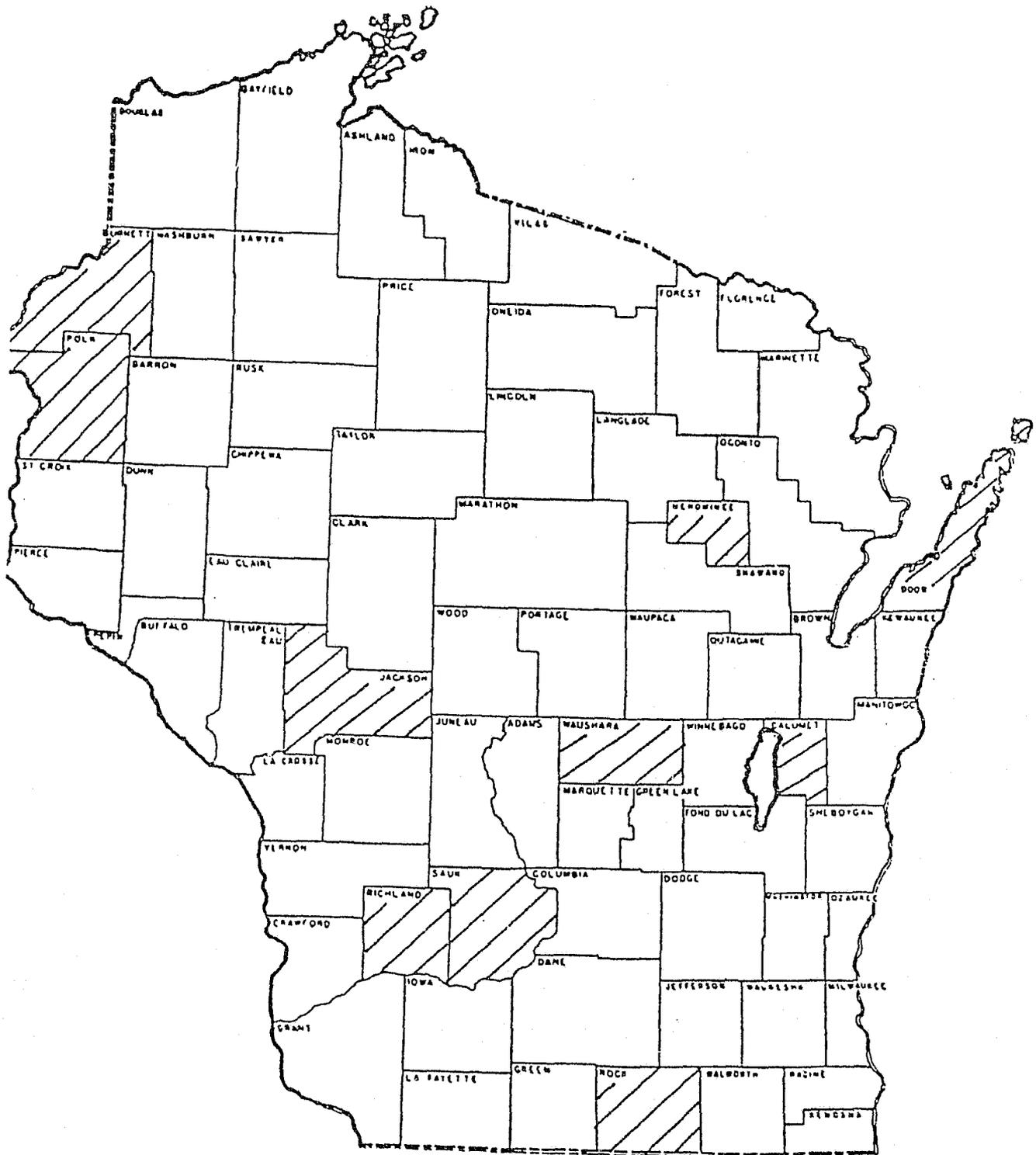


Figure 38 Score Sheet: VOCA Grant Review: Stage II^a (Wisconsin)

Applicant's Name: _____

Component	Reviewer's Choice (circle)	Points Scored (circle)
-----------	----------------------------	------------------------

I. Present Operation	Excellent	10		
	Very Good	7	8	9
	Good	4	5	6
	Fair	2	3	
	Poor	0	1	

Comments: _____

II. Inventory of Services	Excellent	5		
	Very Good	4		
	Good	3		
	Fair	2		
	Poor	1		

Comments: _____

III. Problem Statement/Need	Excellent	10		
	Very Good	7	8	9
	Good	4	5	6
	Fair	2	3	
	Poor	0	1	

Comments: _____

IV. Goals & Objectives	Excellent	10		
	Very Good	7	8	9
	Good	4	5	6
	Fair	2	3	
	Poor	0	1	

Comments: _____

V. Implementation Narrative	Excellent	15			
	Very Good	11	12	13	14
	Good	7	8	9	10
	Fair	5	4	5	6
	Poor	0	1	2	

Comments: _____

VI. Budget	Excellent	5		
	Very Good	4		
	Good	3		
	Fair	2		
	Poor	1		

Comments: _____

VII. Comprehensiveness

Record the point total derived from the matrix.

Number of squares checks = _____ times 1/2 point = _____

Bonus points = _____

Total points = _____

Comments: _____

VIII. Coordination

Record the point total assigned to the level of coordination that best describes the applicant.,

Total points = _____

Comments: _____

^a See Appendix N for reviewer guidelines for using the score sheet.

**Figure 38
(Contd.)
Score Sheet: VOCA Grant Review: Stage II
(Wisconsin)**

Comprehensiveness

Note: Do not complete this matrix without reading the Reviewer Guidelines for rating comprehensiveness.

	Domestic Abuse	Sexual Assault	Child Abuse	Elder Abuse	Other Violent Crimes	Property Crimes
1. Crisis Intervention Services and Early Intervention Services						
2. Emergency Services: transportation, shelter, food, clothing						
3. Medical Advocacy, including forensic exams						
4. Repair/replacement of locks and windows						
5. Counseling						
6. Advocacy and Support Services: legal assistance other than court-related services; assistance with social services, employers and law enforcement; child/dependent care; etc.						
7. Court-related services (Juvenile and adult)						
8. Victim support groups						
9. Assistance with Crime Victim Comp. and Insurance claims						
10. Publicity/Outreach						

Score Sheet Summary

Component	Points Awarded
I. Present Operation	_____
II. Inventory of Services	_____
III. Problem Statement/Need	_____
IV. Goals & Objectives	_____
V. Implementation Narrative	_____
VI. Budget	_____
VII. Comprehensiveness	_____
VIII. Coordination	_____
----- Subtotal	_____

IX. Bonus Points: Victim Services for Racial and Ethnic Minorities	_____
X. Bonus Points: Victim Services in the Rural NW, NE, and SW	_____

TOTAL SCORE	_____

Number of squares checked = _____ X 1/4 point each = _____ points

Bonus = _____ points

TOTAL = _____ points

(Record the points awarded for Comprehensiveness on the preceding score page.)

Other comments that the reviewer thinks should be considered when the final grant award decisions are made:

all 21 applicants' proposed services. The Crime Victims Council recommended that the Attorney General fund the 19 remaining proposals.

The Victim/Witness Assistance Board in Massachusetts held a statewide public meeting on the Victims of Crime Act before requesting proposals. One hundred people attended the meeting. Staff of the Victim/Witness Assistance Board, along with a representative from the U.S. Department of Justice's Office of Victims of Crime, were on hand to answer questions. The board also used the meeting to ask the audience to identify service gaps in the state.

Based on the results of the public meeting and its own deliberations, the board decided to allocate at least ten percent of the states' VOCA grant to each of the three priority categories of victims—option one in the federal grant guidelines. However, the board also recognized a need to fund increased services to other victims of crime.

Because the state (through penalty assessments on convicted offenders) already provided \$2.5 million annually to victim-witness assistance programs in district attorneys' offices, the board decided to discourage these programs from applying. By funding nearly 100 victim advocates in district attorney offices throughout the state, the board felt it was already addressing the needs of victims whose cases were prosecuted. The board reasoned that victims who did not report the crime or appear in court were in greatest need of assistance. Furthermore, by funding new and expanded programs outside the criminal justice system, the board would be making additional referral resources available to court programs. When staff explained the board's reasoning to the state's district attorneys, the prosecutors readily agreed with the board's approach and said they would not apply for funds.

A three-step procedure was used to award grants. First, the board invited 4,000 programs to submit *letters of intent* to apply for VOCA funds. One hundred and five programs responded. After receiving the application requirements, 92 of the 105 programs elected to submit a ten-page *concept paper* describing their proposed use of VOCA funds along with a budget summary, organization chart, map of the geographic region to be served, and letters of support.

In soliciting the concept papers, the board indicated its goal was to fund a range of new and existing projects, including providing seed money for pilot projects for the state. The board advised that while preference would be given to programs that served the priority victim categories, it would also seriously consider applications that proposed to assist other underserved victims of crime.

The board instructed applicants to justify their proposed services on the basis of existing and projected caseloads, incidence of crime, and already existing resources. Applicants were informed that the principal criterion for selecting pro-

grams to submit formal applications was documentation in the concept paper of how many currently unserved victims the program would assist with its requested VOCA funds. Other noteworthy screening criteria included providing:

- specialized training of paid and volunteer staff;
- public education and community outreach;
- provision of emergency services to victims;
- a written policy of client confidentiality; and
- written policies on intake, supervision, treatment plans, and referral.

Applicants were requested to describe the ability of the program to assist victims whose primary language was not English and who had impaired sensory, manual, or speaking skills. In addition, programs had to explain how their proposed staffing and outreach approaches would reflect the racial and cultural make-up of the community to be served.

Applicants whose concept papers received both the staff's recommendation and the unanimous approval of all five board members were invited to submit *formal proposals*. Of the 92 programs that had submitted concept papers, 28 were told they could submit proposals.

Board staff members met separately with the director and budget staff of each program to review and answer questions about what the formal proposal should contain. Staff also offered to meet with every program that had been rejected to explain why it would not be funded, identify additional possible funding sources, suggest other ways it could work with the board, and discuss how it could reapply the following year.

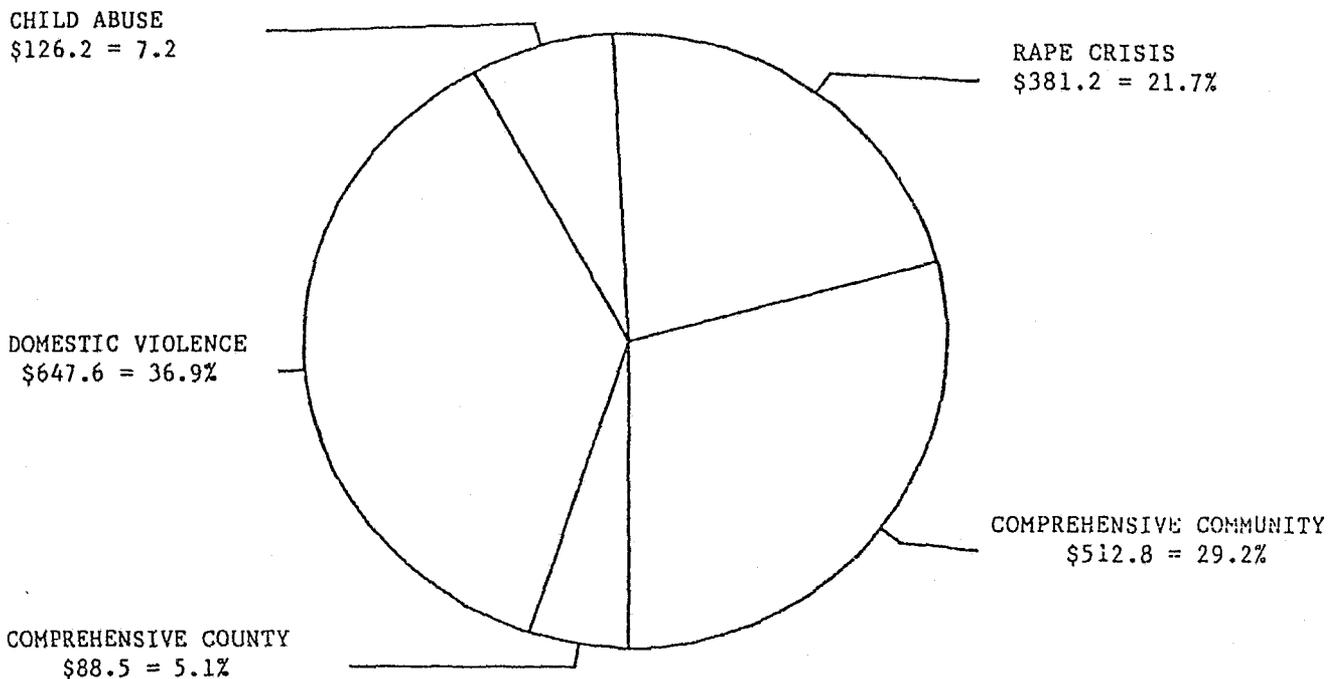
All but one of the 28 programs submitted acceptable proposals and were funded. To receive its funds, each grantee had to sign a specially prepared interagency agreement committing them not only to the conditions of the VOCA guidelines, but also to a number of additional conditions included by the Victim/Witness Assistance Board. (See Appendix 0).

State and Program Use of VOCA Funds

The types of programs the states funded with their VOCA allocations are described below. This discussion is followed by a synopsis of how local programs have used their grants to date.

Types of awards made by the states. A survey by the National Organization for Victim Assistance (NOVA) found that in many states the overwhelming majority of applications during the first year of VOCA funding were from groups that exclusively serve victims of spouse abuse, child abuse, or sexual assault. In Wisconsin, for example, 85 percent of all applications came from these groups. In

Figure 39
Dollar and Percentage Commitments to Priority and
Other Programs in Pennsylvania
1986-1987 VOCA Funds in Thousands in Pennsylvania (N=\$1,756,672)



Massachusetts, half came from battered women's and rape crisis organizations alone. Partly as a result, most state allocations to the three priority programs in the first year far exceeded the ten percent required by the VOCA guidelines. For example, 90 to 95 percent of the funds in Pennsylvania, and 55 to 65 percent of the funds in Massachusetts, went to programs serving exclusively these types of victims. All but two of the programs awarded VOCA funds in Wisconsin specialize in one or more of the priority groups. Some states' entire VOCA allocation was awarded to these organizations.

The specific breakdown of funding among the three priority groups is difficult to determine, because programs ostensibly designed to assist one type of victim may also help other types of victims. For example, in Massachusetts battered women's programs often assist abused children. Taking this overlap into consideration, of the 27 programs funded in the state, special attention was devoted to serving battered

women in 15 programs, sexual assault victims in 14 programs, and child abuse victims in 7 programs. One program each concentrated on the elderly, homosexuals, refugees, families of homicide victims, and victims of catastrophic injury. Three programs served all types of victims.

Figure 39 shows the percentage of Pennsylvania's dollar allocation awarded to programs serving each victim category. Here, again, because most of the comprehensive community programs that were funded used their grants primarily to serve victims of sexual assault, the state's actual allocation to sexual assault victims alone was 40 percent of its total VOCA grant.

While some comprehensive programs were funded to add components targeting one or more of the priority categories of victims, the NOVA survey found that most states funded programs that serve only one type of victim (e.g., just child abuse victims). However, these single-focus programs could—and did—use their grants in up to three different

ways: (1) to add new services for their existing clients, (2) to add new categories of victims to their current clients, or (3) to expand existing services to the same category of clients in underserved or unserved geographic areas. For example, while Pennsylvania funded some domestic violence and sexual assault programs to provide services to larger numbers of clients, a few of the state's awards to rape crisis centers were designed to expand services to victims of other serious crimes. Wisconsin funded a number of domestic violence programs to provide crisis intervention, counseling, and court related services to sexual assault victims.

For a variety of reasons, relatively few general victim assistance programs were funded. Pennsylvania and Massachusetts discouraged court-related programs from applying, thereby automatically eliminating the single largest pool of generic programs from the award process. As noted above, Pennsylvania preferred not to develop counseling programs within the criminal justice system, while Massachusetts felt that court-based victim programs were already receiving adequate funds. Wisconsin was unable to give as much priority to comprehensive victim programs as it had intended, because 85 percent of its applications were from groups serving single categories of victims. Only 2 of its 16 awards were to district attorney programs.

In some states, there was a wide range in the types of sponsoring organizations funded. For example, Massachusetts awarded funds to battered women's services or shelters, rape crisis centers, hospitals, mental health centers, counseling centers, a police department, and a multi-refugee resettlement agency.

NOVA found that most states funded existing rather than new programs. For example, no new programs were funded in Pennsylvania, and only one in Wisconsin. Six of the 28 programs that Massachusetts funded were new.

Geographic spread was another important consideration in many states. Wisconsin, as noted, developed "gap maps" to identify underserved counties in the state and made a systematic effort to solicit and fund applications from programs proposing to serve these areas. Massachusetts funded programs in 11 of the state's 13 counties, with the total VOCA catchment area reaching into all 13 counties. Nearly 200 of the state's 325 cities and towns were served directly by the programs.

The amount of money granted to individual programs varied considerably both across and within states. Figure 40 shows the dollar amounts given to 129 programs in Pennsylvania. No program received more than \$45,000, and nearly one-half (47 percent) received \$10,000 or less. The largest single grant in Massachusetts was nearly \$80,000; the smallest was \$8,000. Awards in Wisconsin ranged from \$10,000 to \$111,000 with several in the \$50,000 to \$60,000 range.

As part of the nationwide survey of 25 mature victim witness assistance programs conducted for this manual, it was learned that seven programs (28 percent) in six states had decided not to apply for VOCA funds. Reasons included:

- conflicts of interest because program directors served on the award committees;
- disinclination on the part of some district attorneys to accept federal assistance;
- concern about staffing up with only one year of funding assured; and
- reluctance to take money from more deserving programs—particularly from direct service providers.

Program uses of VOCA funds. In the first year, programs used the vast majority of their VOCA grants to hire counselors or victim advocates. Massachusetts' \$972,000 allocation was used primarily to fund 55 full- and part-time counseling/advocacy positions—nine of them bi-lingual/bi-cultural employees. Figure 41 shows that nearly 62 percent of Pennsylvania's funds were devoted to program staff; Figure 42 shows that all but 16 percent of the money for general staff was used to support individual or group counselors and victim advocates.

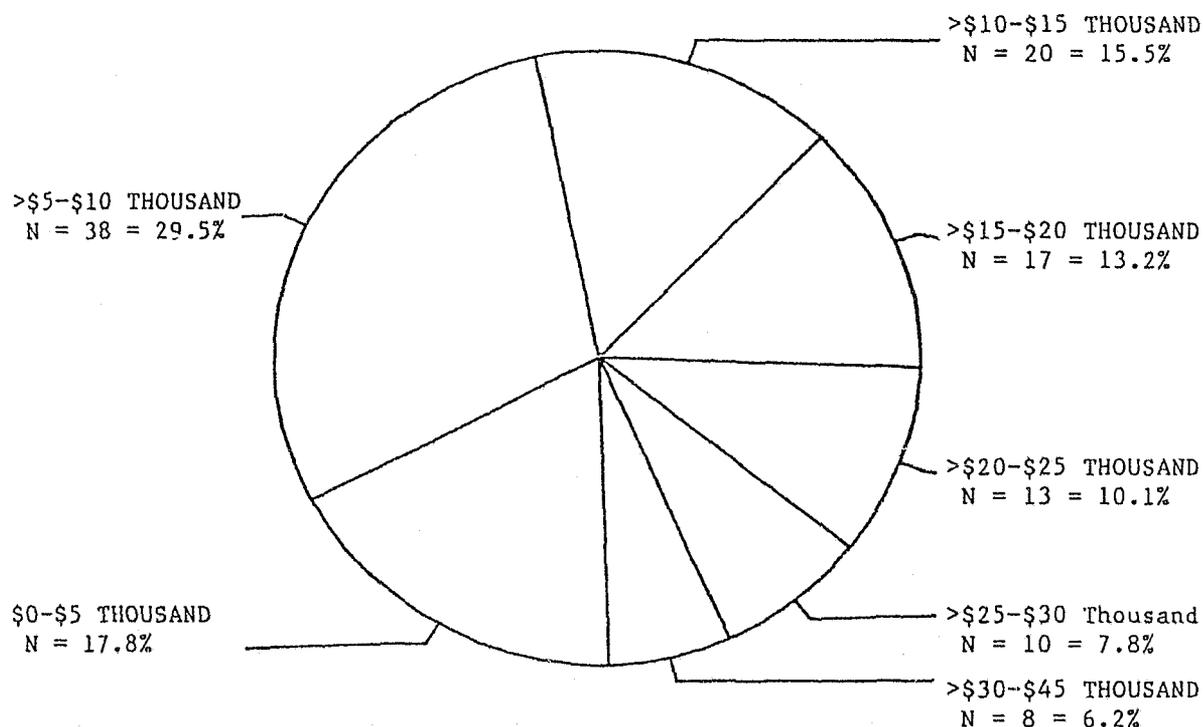
In addition to salaries, Victims of Crime Act funds may be used for office and administrative expenses (e.g., postage, stationary, telephones); travel (when related to service delivery or staff training); training (for staff who provide direct services to victims); public outreach (brochures, etc., announcing the program's services, and efforts to recruit volunteers); and emergency services (such as temporary shelter, lock repair, and petty cash for immediate needs related to transportation and food). However, only a minority of first-year VOCA funding was devoted to these activities.

The Future of VOCA

As Congress attempts to balance the budget, concerns have been raised that VOCA funding for victim assistance programs might decline—or that the act's sunset clause (which ends deposits to the fund in September 1988 unless Congress renews the act) might be allowed to take effect. It is important to remember, however, that even in times of fiscal retrenchment, social legislation like VOCA can endure if it meets a widely-understood need and has strong public support. VOCA, of course, has the additional advantage of not relying on taxes for its funding. And the number of federal criminals whose fines, penalties, and forfeitures fund the act, appears unlikely to diminish substantially.

Independent of its level of funding, or even of its renewal, VOCA can serve as a model. Indeed, some jurisdictions are

Figure 40
Dollar Size of Project Grants
in Pennsylvania
1986-1987 VOCA Funds in Pennsylvania (N=129)



already providing funds for victim programs by instituting a system of state or local fines, penalties, and forfeitures similar to that which supports VOCA. Further, the examples of how states went about awarding their VOCA allocations offer useful models for how state and county funding for victim assistance can be allocated. Many of the guidelines in the act, and many of the procedures developed in Pennsylvania, Wisconsin, Massachusetts and other states for distributing funds, can profitably be adopted for local apportionment decisions.

* * *

The Victims of Crime act of 1984 stands as an important

symbol of the federal commitment to assist communities in recognizing and meeting the needs of crime victims. Observing the growth of such commitment — not simply as a federal concern, but at all levels of government and in all parts of the country — has been a particularly heartening aspect of this study. Ultimately, the future of victim assistance rests not on any single piece of legislation, but rather on the willingness of citizens and communities throughout the nation to support and institutionalize victim assistance activities. It is this grass roots concern for victims that led to the success of the six programs examined elsewhere in this manual and that will best assure the continuation, improvement, and expansion of victim assistance programs throughout the country.

Figure 41
Dollar Commitments by Program Category in Pennsylvania
1986-1987 VOCA Funds in Pennsylvania in Thousands of Dollars and by
Percentage of Total Pool (N=\$1,756,672)

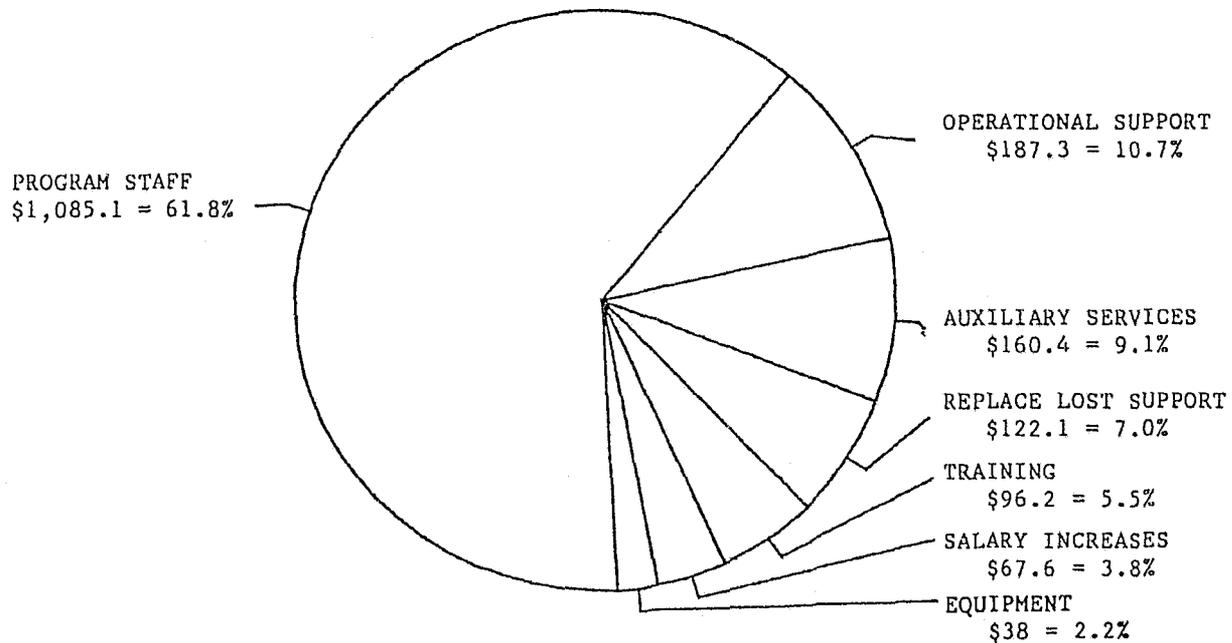
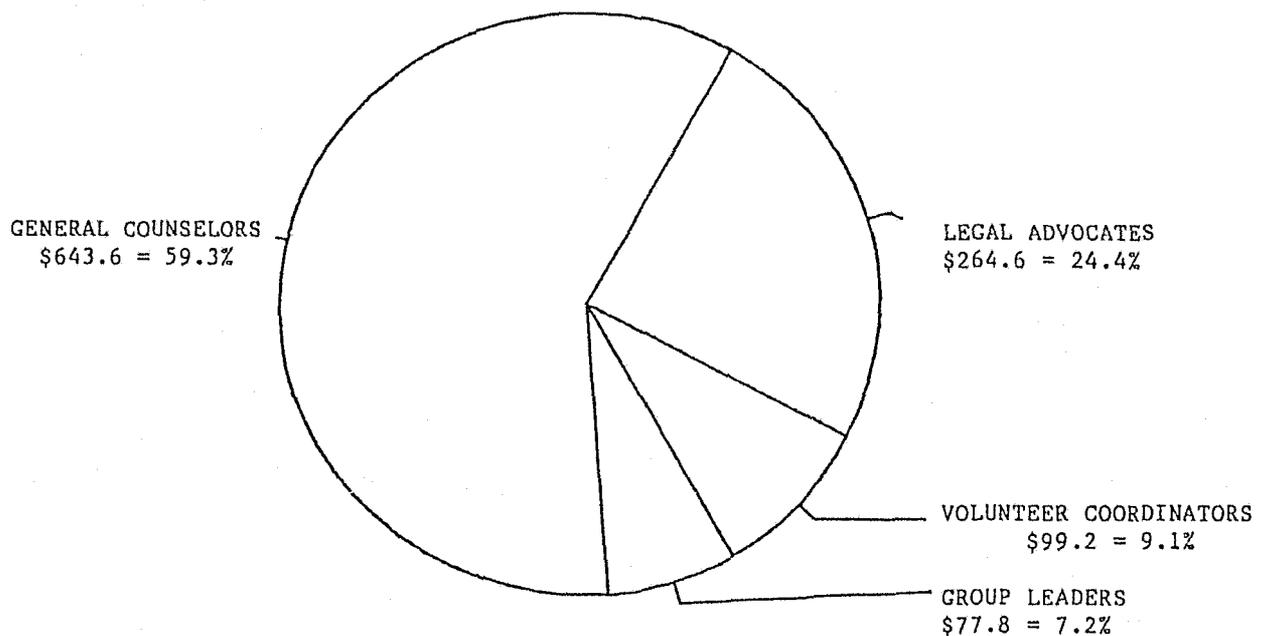


Figure 42
Dollar Commitments by Staff Function in Pennsylvania
1986-1987 VOCA Funds in Pennsylvania in Thousands of Dollars and by
Percentage of Total Pool (N=\$1,756,672)



Appendices

Appendix A: Victim Witness Assistance Programs Contacted by Telephone by State

Arizona

1. Glendale: Rita Coppinger, Director
VICTIM ASSISTANCE SERVICES
7012 N. 58th Drive 85301
(602) 435-4063
2. Pima County: Viki Sharp, Program
Coordinator
VICTIM WITNESS ADVOCACY
PROGRAM
Office of Pima County Attorney
110 W. Congress Street, Suite 900
Tucson 85701
(602) 792-8749
3. Scottsdale: Connie Zwick, Police Crisis
Intervention Specialist
POLICE CRISIS INTERVENTION
3739 Civic Center 85251
(602) 994-2593

California

4. Alameda County (Oakland): Harold
Boscovich, Director
VICTIM WITNESS ASSISTANCE
1225 Fallon Street, Room 900
Oakland 94612
(415) 874-7618
5. Fresno: Rose Marie Gibbs, Supervising
Probation Officer and Program
Manager
VICTIM WITNESS SERVICE CENTER
Fresno County Courthouse
P.O. Box 453
1110 Van Ness, 8th Floor 93709
(209) 488-3425
6. Ventura County: Richard Harris,
Director
VICTIM WITNESS UNIT
Ventura County District Attorney's
Office Hall of Justice
800 South Victoria Avenue 93009
(805) 654-3622 or 654-5056 (his own line)

Colorado

7. Colorado Springs: Santa Lausell, Acting
Director
SENIOR VICTIM ASSISTANCE
TEAM

P.O. Box 2169
Colorado Springs 80901
(303) 578-6907

8. Denver: Steve Siegel, Special Projects
VICTIM ASSISTANCE PROGRAM
Denver District Attorney's Office
924 W. Colfax Avenue 80204
(303) 575-5176

Florida

9. Broward County (Ft. Lauderdale): Joel
Shulman, Director
VICTIM WITNESS LIAISON OFFICE
Broward County Courthouse
201 S.E. 6th Street, Room 235
Ft. Lauderdale 33301
(305) 765-5452
10. Dade County (Miami): Catherine Lynch,
Director
DADE COUNTY ADVOCATES FOR
VICTIMS
1515 N.W. 7th Street, Suite 213
Miami 33125
(305) 549-2915

Illinois

11. Peoria: Marilyn Roebell, Director
WITNESS INFORMATION SERVICE
Peoria County Courthouse,
Room 116 61602
(309) 672-6094

Kentucky

12. Louisville: Don Stephens, Director
VICTIM INFORMATION PROGRAM
200 S. 7th Street, Suite 315 40202
(502) 588-2300

Massachusetts

13. Cambridge: Patty McNamara, Interim
Director
VICTIM WITNESS ASSISTANCE
PROGRAM
Middlesex County District Attorney's
Office
40 Thorndike Street
Cambridge 02141
(617) 494-4604

14. Worcester: Tony Pellegrini, Director
VICTIM WITNESS ASSISTANCE
PROGRAM
District Attorney's Office
47 Harvard Street 01608
(617) 757-3747

Minnesota

15. Minneapolis: Douglas Pike, Acting
Manager
CRIME VICTIM CENTERS
822 South Third Street, Suite 100 55415
(612) 340-5400

Missouri

16. St. Louis: Rhea Oelbaum, Executive
Director
VICTIM SERVICE COUNCIL
7900 Carondelet Avenue
Crayton, MO 63105
(314) 889-3075

Nevada

17. Las Vegas: Tim Quillian, Deputy Director
of Administration
VICTIM WITNESS ASSISTANCE
CENTER
300 S. 4th Street, Suite 11 89101
(702) 386-4787

New York

18. New York: Lucy Freedman, Director of
Planning and Development
VICTIM SERVICES AGENCY
2 Lafayette Street 10007
(212) 577-7709
19. Rochester: Becky McCorry, Senior Vic-
tim Services Worker
VICTIM ASSISTANCE UNIT
Rochester Police Department
150 S. Plymouth Street
Civic Center Plaza 14614
(716) 428-6630

Ohio

20. Akron: Reverend A. Robert Denton,
Director

VICTIM ASSISTANCE PROGRAM
P.O. Box 444 - 44309
(1056 Clifton Avenue - 44310)
(216) 923-0174

Oregon

21. Multnomah County (Portland): Marilyn
Wagner Culp, Director
VICTIM ASSISTANCE PROGRAMS
Multnomah County Courthouse
1021 S.W. 4th, Room 804 97204
(503) 248-3222

Pennsylvania

22. Chester County: Connie Noblet, Director
CRIME VICTIM CENTER
236 West Market St.
Westchester 19382
(215) 692-7273

South Carolina

23. Greenville: Jayne Crisp, Director
VICTIM WITNESS ASSISTANCE
PROGRAM
Greenville County Courthouse,
Room 318 29601
(803) 298-8647

Washington

24. King County (Seattle): Ralyn Baird,
Director
KING COUNTY VICTIM
ASSISTANCE UNIT
Prosecutor's Office
516 3rd Avenue 98104
(206) 583-4441

Wisconsin

25. Milwaukee: Jo Beaudry, Director
VICTIM WITNESS SERVICES
821 W. State Street 53233
(414) 278-4659

Note:

Programs in Hamden and New Haven, Connecticut, were included in the telephone survey but are no longer in operation.

Appendix B: Case Studies

Appendix B contains case studies of each of the six programs visited for in-depth study. (For a discussion of how these sites were selected, see the Preface of this volume.) The case studies are designed to enable the reader to gain an overview of what each program is like.

After a brief introduction, each study provides information on the following five program areas:

- Program history, objectives, and target groups.
- Program organization (including location, sponsor, and staffing).
- Program operations (including case processing, services provided, and networking).

- Caseload characteristics, record keeping, and evaluation.
- Costs and funding.

Each study concludes with a summary of the program's main features and observations on its strengths and weaknesses.

The amount of attention given to each program area varies among the case studies, reflecting the unique features of each program. In addition, some programs had more information available in certain areas. Finally, we have tried to emphasize those features that have the greatest relevance to current program directors and sponsors who wish to improve their existing operations, and to groups and individuals who wish to initiate new victim witness assistance programs.

Victim Witness Assistance Program Alameda County, California

The Alameda County District Attorney Victim/Witness Program serves 15 incorporated areas, 18 police departments, and eight courts. Although administered by the district attorney, the program focuses exclusively on victims. Among its major services are victim notification and court orientation, short-term counseling, aid in filing for victim compensation and referrals to other sources of assistance. The program has several unusual characteristics, including an administrator who was an Oakland police officer for eight years, complete funding from and annual evaluations by the State Office of Criminal Justice Planning, and extensive outreach efforts with up to 65 home visits per month. With an annual budget of nearly \$331,000, offices in two locations, and ten full-time staff, the program maintains an annual caseload of 2,600 and provides oral or written information to victims over 11,000 times a year.

Program History, Objectives, and Target Groups

The Victim/Witness Program began in November 1974 with Law Enforcement Assistance Administration money as part of a pilot demonstration organized by the National District Attorney's Association to determine whether victims needed help and whether prosecutors could provide assistance.

The program's early activities were largely ad hoc witness management, including case disposition, witness notification, expediting property return, and developing a witness stand-by system. Typically, the program would test each innovation in one community in the county and use the results to convince other communities to adopt the new practices. The program has evolved into a comprehensive victim

assistance project with the goals of providing direct assistance to victims of crime and improving the treatment of victims and witnesses by the criminal justice system. In addition to providing the many services required by the State Office of Criminal Justice Programs as a condition of funding (see below), the program has come to focus on (1) returning property as quickly as possible to victims, (2) keeping victims and witnesses apprised of the progress of the prosecution, and (3) encouraging victims to become witnesses in criminal prosecutions. Although all victims are eligible for assistance, the program concentrates most heavily on the elderly, victims of sexual assault, battered women, families of homicide victims, victims with serious injuries, and cases involving juvenile defendants. Victims of violent crimes may be assisted whether or not their cases go to court; victims of property crimes are generally helped if referred to the office.

Program Organization and Staffing

Five full-time professionals, including a program administrator* and two full-time secretaries work in the program's main office in the Superior Court building in Oakland; two full-time professionals and one secretary operate out of a branch office in a municipal court in the southern part of the county. Since most of the program's clients are female, all the consultants are women. At any

*The District Attorney is the official project director and actively supports the program in budget hearings and with his deputies, but he is rarely involved with the actual operation of the program.

one time, the program has up to three volunteers, typically people who already have extensive experience in counseling. A few have volunteered pending the resignation of a paid staff member whom they could replace.

Staff specialize in specific types of cases based on expertise, interest, and office location. For example, one consultant works with sexually abused victims. The project administrator, in addition to supervising day-to-day operations, handles all cases involving property return and complaints against the police and prosecutors. By specializing in victims with certain types of problems, staff become adept at dealing with the emotional needs of their clients. All staff undertake public speaking engagements.

Staff are recruited primarily by word of mouth, and hiring is at the administrator's discretion (there are no civil service requirements). Job qualifications include a bachelor's degree or its equivalent, ability to work well with other staff, some familiarity with community agencies, common sense and emotional stability, and a capacity to relate to different types of clients. Criminal justice system experience is desirable, but not necessary.

New staff are trained primarily by observing and working with a "buddy" every day for one or more months and then by on-the-job learning. Occasionally, new and existing staff attend workshops and seminars. All but one of the consultants have been with the program for at least three years. The program's only volunteers have been occasional student interns.

Program Operations

Case processing. The program identifies more than 80 percent of its clients from prosecutor charging sheets that are routinely delivered to the program. Police reports on incidents involving sexual assault, child molestation, homicide, and domestic violence are also automatically forwarded to the program. Police and (to a lesser extent) prosecutors also call the program directly with requests for assistance. Finally, the program receives referrals from other agencies. One member of the Departments of Welfare's Children's Protective Services Division refers about twenty victims a year. Legal aid societies refer victims who want to file for compensation because the Victim/Witness Program has a reputation for a successful advocacy with the State Board of Control, which processes compensation applications. Rape crisis centers send victims for court orientation, case status notification, and victim compensation filing assistance. The program receives from the county hospital reports of all victims—especially sexual assault victims—who were brought in the night before for treatment or sexual assault examination. Program staff then contact the victims to offer assistance.

The program administrator reviews all the prosecutor charg-

ing sheets and police reports, and assigns cases to staff based on expertise and geographic considerations.

Services provided. In terms of *counseling*, consultants rarely provide on-the-scene crisis intervention, but they are available during working hours for telephone or walk-in consultation whenever victims require emotional support. Some victims need to talk to their consultant periodically on the telephone for five or ten minutes when they become depressed or anxious; others require more extensive attention in the office; and many have needs which are severe enough to require referral to professional counseling services.

Victim notification and orientation consists of explaining each stage of the litigation process. A secretary sends a letter to victims when a case is charged informing them that a subpoena will be sent requiring them to testify. As the case progresses, clerical staff send additional letters providing case status reports and the date of the next court appearance, if any. In 1985, the program mailed over 11,000 letters describing the status of victim cases. For sexual assault and some other important cases involved in pretrial negotiations, the program will telephone the victim with the name of the prosecutor and the plea being offered if the prosecutor is unable to make the call. If the victim opposes the plea, the consultant recommends calling the prosecutor to share his or her wishes for disposing of the case. The program notifies all victims by letter of the final disposition of their case.

Consultants may meet with victims before a court session, show them the physical layout of the courtroom, and explain the upcoming proceeding. Consultants visit the homes of victims, particularly the elderly and children, to explain the judicial process and to help determine whether the victim is competent to testify—for example, whether a child can distinguish truth from falsehood and can understand the types of questions a prosecutor is likely to ask. Staff are also available for assistance during hearings and trials.

Property return is provided to over 200 victims a year—locating the property, waiting out a release appeal period, asking a police investigator to sign a release, and informing the victim where to pick up the items.

The overriding goal of these services is to reduce victims' fears about participating in the prosecution of a case and to increase their willingness and ability to testify effectively. These services are particularly important because (except for cases involving career criminals and sexual assault and child abuse) the Alameda County District Attorney's Office has a horizontal system of prosecution, in which a different deputy is responsible for each stage of the criminal justice process. As a result, the victim's consultant is the only source of continuity throughout the case, serving as a calming influence and source of information.

Under a \$90,000 contract with the California State Board of Control, which administers the state's Crime Victims

Compensation Program, the program hired three specialists and a secretary to *verify and expedite claims* for all victims in Alameda County. During one six-month period in 1985, 708 claims passed through the program.

Consultants frequently *refer victims* to other sources of assistance, particularly for long-term counseling, psychotherapy, shelter, financial aid, and legal services in the civil area. Generally, consultants provide victims with the name and number of the referral agency and ask the victim to make the contact and verify it with the consultant. Since staff members specialize in certain types of cases, they have gained familiarity with the resources available for their clients' needs and are able to stay abreast of legislation that affects these services in the community.

The program administrator drafted legislation to reduce the backlog of victim compensation applications; the statute, which became law in January 1981, simplified the application process and broadened the coverage to include family members who were present at the time the crime was committed.

Networking. The Victim/Witness Program's ability to work with the police was facilitated from the start by the strong existing relationship between the district attorney's office and law enforcement agencies, the authority that the chief prosecutor held over these agencies, and the fact that the program administrator had spent eight years as an Oakland police officer. Nevertheless, staff still meet with suspicion, hostility, or indifference from some officers, while close and regular working relationships have been effected with many others.

The program administrator and his staff have undertaken a number of activities designed to assist victims in their relationships with the criminal justice system, and at the same time secure the cooperation of the police. For example, the administrator arranged for an expedited property return system for small store owners through the use of photographs that simultaneously relieved police property clerks of a bothersome storage and maintenance problem. The administrator was also instrumental in changing the county's hand-delivered subpoena system to a mail system, thereby saving police hours of drudgery, reducing some of the fear of the criminal justice system for victims and witnesses, and improving witness appearances rates in court. The program was able to establish a witness stand-by system as a regular procedure within the District Attorney's office that benefited both civilian and police witnesses.

When the program began, staff had to telephone the police for arrest reports. However, after several months the program administrator convinced his former colleagues to automatically forward reports involving a number of types of violent crime. Sexual assault unit investigators, homicide detectives, and other police officers also frequently telephone program staff with requests for victim assistance or help in

interviewing overwrought victims or children.

Program staff help police assess the credibility of victims, particularly children, so the officers can make an informed recommendation about proceeding with the case. Oakland police, now under court order to enforce the laws against domestic violence, frequently work with program staff to encourage battered spouses to support prosecution. Sexual assault investigators in Oakland are also required by their police chief to contact the program while investigating a case. The program has trained police on several occasions in how to deal with domestic violence and sexual assault cases, including two-hour training sessions for all 50 Oakland patrol squads on handling domestic violence cases and working with the Victim/Witness Program. Program staff have prepared a number of videotapes for use by police on property return, new legislation regarding victims, and the handling of sexual assault, incest, domestic violence, and elderly victimization cases.

The program has also had to struggle for acceptance by the 146 deputy district attorneys, and consultants are still not fully liked or trusted by a few of them. Some prosecutors feel that the program is advocating too forcefully on behalf of victims. The program tries to defuse such suspicions during its one-hour presentation to all new deputies, and the District Attorney actively encourages use of the program. Program staff, through training of new deputies, pressure from the District Attorney, and word of mouth from sympathetic colleagues, also attempt to ensure that even deputies who do not interact with the program, or do so only sporadically, still treat victims and witnesses courteously and sensitively.

The program materially assists prosecutors, both by enhancing the ability of victims to testify effectively and by reducing the amount of time prosecutors have to spend orienting victims, ensuring their appearance at hearings and trials, and attending to their emotional and social welfare needs. In addition, on occasion consultants are able to help assess the victim's competence to testify and assist district attorneys in deciding whether to prosecute a case. The program has also provided the office with training video cassettes on how prosecutors can best handle sexual assault, incest, domestic violence, and elderly victims.

One day a week, the program administrator holds quasi-judicial citation hearings in the District Attorney's office for up to 35 domestic violence cases in which there may be insufficient evidence to prosecute and there has been no previous citation hearing. The director proposed the idea to a police administrator when many officers, required by a new law to report every case of domestic violence, became frustrated at the number of repeat calls for the same alleged offender. In the past, callow (and unmarried) law students or newly appointed attorneys had held the hearings without success. Currently conducted by the director (a former police

officer and married since 1965), cases may be charged, dismissed, or, most commonly, held for ninety days to see whether the violence was an isolated event for which prosecution is not necessary. Offenders on probation may also be turned over to the probation department, or the hearing officer may institute revocation of probation proceedings.

The director often refers batterers to counseling with the warning that if they do not attend, and reappear at another hearing, he will have them prosecuted. He also refers some victims to sources of help for obtaining a divorce, counseling, shelter, or a restraining order. At times, he arranges with the victim to bring in a restraining order to the hearing, which he serves on the offender on the spot. Regardless of the disposition, husbands are made aware that their behavior is a crime and that someone is keeping track of them who will prosecute if the violence continues.

Police are pleased with the arrangement because they have fewer repeat calls to handle the same offender and fewer cases are dismissed. Prosecutors have their caseload reduced. They are also spared criticism for refusing to prosecute—or for prosecuting without support of the victim. The hearings also demonstrate that the district attorney cares about domestic violence and says it is wrong. Many victims who want the violence stopped but do not want to prosecute are significantly aided. Further, if the citation hearing is not effective in stopping the abusive behavior, the women understand why the district attorney will insist on prosecuting the case as the only remaining method for ending the violence—whether the woman wants to press charges or not.

Occasional conflicts occur between consultants and deputies over whether to prosecute a case (consultants usually favor prosecuting), whether a plea bargain is too lenient (the program generally favors stiff sentences), whether to return property to victims before trial (prosecutors like to have the actual item, not just a photograph, to show to the judge or jury), and whether consultants may secure information from victims that will be discoverable in court (prosecutors feel this may jeopardize the case).

The Victim/Witness Program works closely with a number of other human service providers in the county. The program frequently refers victims to counseling and therapy groups, shelters, and government social service agencies (welfare department, worker's compensation department, social security agency). It also makes referrals to other legal aid services for civil matters such as divorce, custody, restraining orders, and administrative law matters like intervention with the social security agency. The program still experiences difficulty having its clients properly assisted by government social welfare agencies, because of bureaucratic delays and impersonality. By becoming familiar with the names of specific individuals within these departments and

having lunch with them, some consultants have been able to reduce these problems.

Program staff talk regularly with therapists to whom they send victims. In addition, several consultants are staff members or board members of local social service organizations, such as the Alameda County Coalition Against Domestic Violence, where they exchange information with other agency members. The program also provides orientation and training to other social service agencies through dissemination of videotapes or personal presentations which describe the program and suggest how to serve special victim groups.

Caseload Characteristics, Record Keeping, and Evaluation

The California Office of Criminal Justice Planning requires all victim witness programs in the state to collect and tabulate monthly and annual data on client characteristics, types of services delivered, referral sources, and status of victim-of-violent-crime application. During one six-month period, the program provided 9,629 victims with case status, case disposition, restitution, and other case-related information by letter or telephone. An additional 2,630 victims received in-depth assistance as follows:

Follow-up counseling	543
Crisis intervention	408
Court escort	149
Property return	93
Transportation	54
Creditor intervention	34
Employer intervention	28
Translation	18

The program also filed compensation claims for 100 victims and assisted 518 victims to file their own claims during this period.

The Office of Criminal Justice Planning prepares a detailed annual Monitoring Report, which includes a project description and history; a profile of staff responsibilities, qualifications, history, and training; an overview of program activities; caseload and service delivery data; and program plans. An impact evaluation section discusses the extent to which the project has achieved its objectives. The Monitoring Report for April 1981 concluded that "the project has achieved all its objectives," but the measures used were primarily process descriptions, not impact indicators. Nonetheless, the report is an informative document, which includes recommendations for change and an assessment of how well the program implemented the previous report's suggestions for improvement.

Costs and Funding

The Victim/Witness Program's fiscal year 1985-1986 budget was \$331,000, funded entirely by the State Office of Criminal Justice Planning.*

About 90 percent of program funding goes to salaries and fringe benefits, with the remaining money used primarily for travel and indirect costs to the county.

Summary and General Observations

The Alameda County Victim/Witness Program is still struggling with a number of problems, the most important of which is case volume. Staff estimate that the program could use four additional victim consultants to reduce the huge caseload to manageable proportions and minimize the number of cases lost through the system or left unattended. Staff work long hours not only in direct service delivery, but also at the huge amount of clerical work. The program experiences some difficulties with client contact as a result of frequent unreported moves by victims to other addresses

*California levies penalties on convicted defendants at the rate of \$4 for every \$10 in fines imposed. This levy raises \$23 million annually, 25 percent of which the state Office of Criminal Justice Planning divides between the Victim Compensation Program and the state's 35 victim witness assistance programs, with \$5.2 million going to the programs. Every program receives a minimum grant of \$27,000, with the remaining funds allocated according to a formula.

Victim Witness Assistance Unit

The Victim/Witness Assistance Program of Greenville, South Carolina, is a unit of the Circuit Solicitor's Office (the term for District Attorney in South Carolina). Housed in the Greenville County Courthouse, the program serves the 13th Judicial Circuit, which includes Greenville and Pickens Counties (population 287,913 and 10,000, respectively). Principal services consist of short- and long-term counseling, orientation to the criminal justice system, victim advocacy, and witness management. The unit has two full-time and five part-time paid staff and an annual budget of \$101,000.

Program History, Goals, and Target Groups

The Greenville Victim/Witness Assistance Program began in June 1978 with \$13,000 in state funds provided by the Law Enforcement Assistance Administration. Because the program was so small—it began with a single staff member—it had to establish stringent limitations on target groups and services. At first, the unit selected victims to

and inconsistent routing of charging reports by police report clerks. Staff have experienced difficulties making referrals to some human service provider organizations in the county, and have been left with no means to provide victims with free lock or window repairs or emergency relocation since the Red Cross discontinued this service.

Nonetheless, the program provides information and case status notification services to well over 10,000 victims a year and more substantial services to between 2,000 to 3,000 victims a year. Many of these services are intensive in nature, as the 65 home visits per month attest. Furthermore, a number of police, prosecutors, and social service agencies make regular use of the program to assist them in their own duties.

Several factors account for the program's success. The program has had the full support of two district attorneys who were concerned that prosecutors treat victims with sensitivity and respect, and who encouraged their deputies to use the program's services to achieve this goal. Program staff are energetic, resourceful, and dedicated. Staff have been able to expand their target groups and services by accommodating the conservative nature of police, prosecutors, and some human service providers in the community so that the program is seen by many as an ally, not an adversary. Finally, state funding has provided a degree of financial security, along with a degree of monitoring and evaluation, that provides the opportunity to focus on the immediate tasks of service delivery without worrying about possible program termination.

Greenville, South Carolina

assist on the basis of the gravity of the crime, with highest priority given to the most serious crimes. Later, victim impact was used as the criterion for providing assistance, with highest priority assigned to rape victims and families of homicide victims. Despite careful screening, the program took on more than it could handle and had to retrench (for example, by spending less time on cases involving assault and battery with intent to kill and domestic violence cases). Although rape victims and families of homicide victims remain the highest priority, the program also serves victims of aggravated assault and battery, major housebreaking, kidnapping, armed robbery, and purse snatching. The unit helps victims regardless of whether a case is charged.

Initially, the program provided whatever services victims needed on a case by case basis, furnishing everything from lock repair to baby sitting. Over time, however, the unit began to concentrate on providing short-term counseling, orientation, advocacy, and witness notification services. Because of staff limitations, the program has had to cut back on some other services it used to provide, including child care and transportation.

Program Organization and Staffing

The Victim/Witness Assistance Program is sponsored by the Circuit Solicitor of the 13th Judicial Circuit, which comprises two counties (Greenville and Pickens). The unit occupies a small 12' by 20' office with two desks in the Greenville County district courthouse; its location, on the same floor as the courtrooms, facilitates escorting victims to court and frequent informal contact with judges.

The Victim/Witness Assistance Program employs two full-time and five part-time paid staff, a program director and a case coordinator, plus a half-time secretary. Most of the program's 25 volunteers are parents (a few are also teachers) who teach the program director's Housewise/Streetwise child safety curriculum to third graders throughout the two counties' school systems. Normally, the program also has two Junior League volunteers during the winter and one during the summer, each working three hours a weeks. The Junior League volunteers engage in all the activities paid staff perform, except for administrative and public relations duties, but their primary responsibilities are to handle telephone contacts and orient victims to the criminal justice system in phone calls, personal meetings, and tours.

The program director conducts most of the administrative and public relations tasks, with the case coordinator doing the bulk of the case screening and record keeping; both provide services to clients. The director is also the public information officer for the solicitor's office, a responsibility independent of her role in the unit, which accounts for about five percent of her time.

The Circuit Chief Solicitor's criteria for program staff include concern for the welfare of victims, ability to meet with the public and make a good impression on citizens, ability to represent the prosecutor and reflect well on the office, familiarity with the criminal justice system, and experience in personnel and program management. The program director, who has been with the program from the start, was hired because she had already demonstrated the ability to direct a victim witness assistance unit as the originator and director of a Rape Crisis Council and two other human Service projects. The case coordinator began as a volunteer in 1979, was offered part-time pay in 1980, worked with rape victims for four years, and became a full-time paid staff member in 1982. Five part-time staff have been added since 1983 as the program's funding gradually increased.

Program Operations

Case processing. The Law Enforcement Center, which houses the city and county police departments, forwards a daily offense bulletin to the program that lists all the previous day's criminal incidents by victim, location, and police officer involved. The case coordinator identifies 90 percent of the unit's caseload from this source, with the remaining ten percent originating in calls from police and

solicitors. Police call directly on all rapes and child molestation cases. There are very few walk-ins or direct calls from victims.

The case coordinator immediately telephones the family of all homicide victims and all victims of sexual assault, following up with a letter explaining the program and its services. All other victims are sent a letter first and then, as time permits, telephoned. The two staff informally divide the work each day depending on each person's schedule, but the case coordinator makes most of the calls. In cases where the victim may share responsibility for the crime—such as barroom fights—staff call the police to see if it is a case worth pursuing. Contacts are made with victims regardless of whether an arrest has been made.

Services provided. The program provides four major services to victims and witnesses: short-term counseling, orientation to the criminal justice system, victim advocacy, and witness management. The program also engages in public relations and public education activities, although less so than in the past.

Counseling efforts consist primarily of reassuring victims that their feelings are normal and helping them vent frustration, anger, guilt, and fear. The program tries to call the victims of major crimes every two or three weeks to see how they are doing, and may call as often as two or three times a day for victims with severe emotional distress. The unit rarely provides crisis intervention, a service furnished for rape victims by the Rape Crisis Council. When necessary, the program refers battered women to local shelters and seriously troubled victims to a family counseling center and area therapists for more in-depth counseling. Referrals to outside resources, however, are not frequently made.

Orientation activities include informing victims by phone (and in person before court appearances) what to expect from the proceedings in which they may be involved. Staff accompany victims to the proceedings whenever necessary to provide reassurance.

The unit also acts as an *advocate* for victims. The program director has negotiated with several large local employers (e.g., Sears Roebuck, General Electric, Furman University, the City of Greenville) for the routine release of employees without loss in pay to testify in court or meet with staff; in return, the program provides a form documenting the hours of the employee's absence from work. The unit arranges payment delays with creditors and landlords, and expedites property return by the police. Using donations from local businesses and associations, the program director runs an Elderly Victims of Crime Program in which she conducts security checks (having been trained by the police to do so). She also arranges for the purchase of alarms and locks at reduced prices using private funds and for their installation by two volunteers—an elderly man who was a victim of a break-in and the program director's husband.

While the court has its own *witness notification* system, at the request of solicitors the program will take responsibility for ensuring that witnesses appear on time to a hearing or trial, including placing them on alert status if they are reliable individuals. The unit assembles the witnesses, keeps them relaxed, occupied, and informed, and, if necessary, secures transportation and lodging.

The program engages in *public relations* and *public education* activities, but reduced these efforts— particularly public speaking engagements—in order to concentrate on direct service delivery to victims. Although the program has used media announcements, it was forced to discontinue a televised public service notice when staff were swamped with calls from prisoners and psychotics. The Elderly Victims Against Crimes component of the program conducts public education activities. The unit has also developed a safety education curriculum for third graders, called “Housewise/Streetwise,” on how to protect themselves against molestation and assaults from strangers on the street and in the home. The curriculum has been adopted in 45 states and four foreign countries.

Networking. The program had a head start in coordinating activities with the police because the director had already established a good reputation with several city and county law enforcement officers as the founder and director of the local Rape Crisis Council. Nonetheless, she experienced initial difficulties gaining their cooperation, because they felt that the unit constituted an intrusion into their work and could not be trusted with confidential information on homicide and sexual assault cases. She overcame most of this resistance by being accessible during start-up months 24-hours a day for any type of assistance the police wanted, and by chatting frequently with officers at the stationhouse.

Currently, a number of county and city police work regularly with the program, including virtually all of the homicide and sexual assault investigators. Although police are adamant about not wanting crisis intervention services at the scene of the crime, they often request assistance after completing their initial interview. It is common for police to call the program two or three times a day for help in calming a disturbed victim, interviewing a sexual assault victim or child, or locating a missing witness. Police also refer victims and families of homicide victims to the program to answer questions about their case. This is particularly common in homicide cases, since police are reluctant to reveal any information for fear of compromising the investigation.

Program staff frequently telephone police to learn more about a victim, and they routinely inform police of the disposition of all cases. One staff member attends at least one of the city police tri-weekly staff meetings, and four times a year she gives a presentation to city and county police on how the unit works and how to handle victims.

There is no formal orientation of solicitors, but the unit director introduces herself to new prosecutors as they are

hired and explains the services she can provide. As soon as possible thereafter, she furnishes them with information on their clients to reinforce the program’s availability and usefulness. The Circuit Solicitor also sends an annual memorandum to his twelve assistants encouraging them to work with the unit on every major case.

Contacts between the unit and solicitors are unstructured; unit staff approach prosecutors to offer assistance more often than prosecutors come to the program for help. The unit frequently helps prosecutors in witness management, securing the addresses and phone numbers of key witnesses, handling arrangements for out-of-state witnesses, and coordinating victim and witness arrival, transportation, and escort. The unit also assists solicitors by acting as a buffer between them and victims (and the press) who have questions or complaints about a case. Staff sometimes assist in interviewing rape victims and children, and they attend preliminary hearings to assess the credibility of victims and witnesses should the case go to trial. Finally, the unit provides the office with favorable publicity, improving its image with the general public.

Conflicts occur at times between the unit and solicitors over the program staff’s advocacy on behalf of victims whose cases appear weak or not prosecutable. In addition, the unit provides services in cases in which no arrest has been made, which the office recognizes as valuable but feels is not the most productive way for program staff to spend their time. Finally, some solicitors are concerned that the unit director, in her capacity as the office’s public relations person, may disclose details of cases to the media. (Time has somewhat reduced this concern.)

Because the unit is located on the same floor as the courtrooms and judges’ chambers, several judges frequently stop in to chat. Occasionally they make non-victim related requests, such as checking an indigent hermit in the back country, which the program meets in order to secure sympathetic consideration when staff recommend restitution for victims.

The program makes little use of other resources in the community, referring as few as three cases in 100 to other human services providers. Staff find they can provide most of the assistance victims need. Furthermore, the unit has found it difficult to identify good counselors who provide free services. The program does sometimes share case information and responsibilities with Department of Social Services case workers, and it coordinates services for rape victims with the Rape Crisis Council.

Caseload Characteristics, Record Keeping, and Evaluation

The unit makes about 2,000 contacts with victims a year, including letters and introductory telephone calls as well as more tangible services. Service beyond the introductory letter and phone call is provided to 1,200 victims a year.

Lack of time and a belief that the data would not be very useful discourage the unit from collecting more than a bare minimum of program information. The program keeps case records in a Roladex file, plus a manila case file folder whenever major services are provided to rape victims and families of homicide victims. No quarterly or annual reports are prepared, but monthly summaries are prepared totaling direct service contacts and public education and information activities.

One month after the program began, the state Office of Criminal Justice Programs evaluated the unit, but the study occurred too early in the program's history to provide impact or process assessment.

Costs and Funding

The program's 1986 budget was \$101,000, of which \$35,000 was supplied by Greenville County, \$36,000 by the state, and \$25,000 by the federal government. In addition, the unit director secured \$5,000 grants from local businesses, foundations, and volunteer organizations for the Housewise/Streetwise and Elderly Victims Against Crime programs. She raises individual contributions by sending personal letters to key individuals in these organizations whom she usually already knows, requesting a contribution for a specific unit activity. Her fund-raising success has been facilitated by the reputation of the Circuit Solicitor's office throughout the county and the state.

Because of the Circuit Solicitor's support for the unit and the letters the county council received from victims on how the program had helped them, the county provided funding after support from the Law Enforcement Assistance Administration was discontinued.

Crime Victim Centers

The Crime Victim Centers in the Twin Cities area serve the seven-county metropolitan area but concentrate services in Ramsey and Hennepin Counties. The Centers, partially funded through the State Department of Corrections, consist of a mobile unit and four storefront operations located in the St. Paul and Minneapolis downtown areas. Having weathered increasingly heavy state budget cuts since their implementation in 1976, the Centers provide an example of a victim witness program that has reduced services in order to survive. Nonetheless, the Centers continue to provide crisis intervention, counseling, and referrals—around the clock, seven days a week. Other assistance includes accompanying the victim to obtain protection orders and attend court proceedings, witness management, orientation to the criminal justice system, and crime prevention information.

Summary and Observations

The Victim/Witness Assistance Program engages in a wide variety of services to victims, law enforcement officers, and prosecutors, as well as engaging in public education activities for the elderly and elementary school children. In the beginning, because of its small size, it had to demonstrate creativity and resourcefulness in securing funds from nongovernmental sources, engaging the services of volunteer organizations and individuals in its Housewise/Streetwise and Elderly Victims Against Crime programs, and finding individuals willing to repair locks for free.

Despite staff increases, the program still has difficulties accomplishing all it wants: it cannot telephone all the victims it would like to contact; it has largely discontinued providing transportation and child care services for victims; it cannot meet all the requests it receives from police for assistance; and it has limited public education activities. The program also experiences problems reaching victims because many do not have telephones or have moved without leaving a forwarding address; even if they are eventually found, the contact may occur after the victim's immediate need for assistance has passed.

The program has succeeded in spite of its size in part because of strong support from a widely known and respected Circuit Solicitor. In addition, the unit director was already known to many law enforcement officers and social service agencies in the community. She has demonstrated considerable resourcefulness with—until very recently—limited funds, and she relates well with individual police officers. Finally, the program has gone out of its way to be accessible to police and prosecutors.

Minneapolis/St. Paul, Minnesota

Program History, Objectives, and Target Groups

The idea for the Crime Victim Centers evolved in 1976 during discussions on the needs of crime victims among staff of Correctional Services of Minnesota, a private tax-exempt organization now called the Minnesota Citizens' Council on Crime and Justice. With the support of its president and board of directors, the Citizen's Council staff developed a proposal for delivering comprehensive services to crime victims at several easily accessible walk-in centers. The proposal was submitted to the Northwest Area Foundation. In November 1976 the foundation awarded the group a three year grant to establish a center in each of the Twin Cities.

In planning the Crime Victim Centers, the newly hired project coordinator formed an advisory board of state, county, and local criminal justice officials, and members of the

Minnesota Legislature. Through their involvement on the Crime Victim Centers advisory board, legislators realized the pressing need for victim services. As a result, in 1977 the legislature directed the Commissioner of Corrections to establish at least two Crime Victim Crisis Centers. The legislature appropriated \$250,000 to operate the Centers for a two-year period, and the Commissioner of Corrections eventually awarded two contracts: one to the Citizens' Council to establish victim witness centers in the Twin City area and a second to the Freeborn-Mower Mental Health Center to establish comparable services in Austin, a rural area.* Grant money awarded earlier by the Northwest Area Foundation to Correctional Services was used to supplement state funds for the Twin Cities' centers. In addition to state monies and the foundation grant, the Twin Cities' Crime Victim Centers received funds from the Minneapolis United Way, the McKnight Foundation, and the Law Enforcement Assistance Administration through the Hennepin County Criminal Justice Council.

In October and December 1977, the Minneapolis and St. Paul Crime Victim Centers began operations. The Centers' mandate was to (1) provide direct crisis intervention to crime victims, (2) utilize and coordinate existing community resources, (3) encourage the development of services not already being provided, (4) provide an orientation to the criminal justice system, and (5) improve witness participation in criminal proceedings.

Because the Centers' current coordinator believes that the impact of property crimes is generally underestimated—particularly for those victims who live alone—all victims of crime are eligible for assistance, without regard to whether the crime is reported.

Program Organization and Staffing

The Crime Victim Centers have four offices near the downtown areas of St. Paul and Minneapolis. Locations for the first two offices were selected on the basis of where the need for victim services was greatest and where a broad spectrum of clients would be likely to use the program. Correctional Services took special care to select sites that would be perceived as racially and socioeconomically neutral, so that no potential victim group would feel left out.

As the Centers gained experience and received publicity, the sponsors set up two additional branch offices and a mobile unit; this allowed them to extend the neighborhood orientation of the Centers into other areas of the city and, by broadening its image, gain additional legislative support. The Center's free-standing storefront locations are unusual among victim assistance programs, which are typically

situated in courts; the offices are easily accessible to victims, who realize that the Center's priority is victim needs, not those of the criminal justice system.

The Centers' van is equipped with a mobile phone that enables police to request immediate emergency security repair for elderly and handicapped owners who have been burglarized. Staff also use the van to provide premise security surveys at night for homeowners who work during the day. Battered women are sometimes transported in the van to shelters. Paid staff, assisted by a volunteer or intern, operate the van on a rotation schedule weekdays from 3 p.m. to 11 p.m. weekdays.

Staff. The Crime Victim Centers have four full-time and one part-time staff; five student interns, who work 8 to 20 hours each week, and 25 volunteers. Full-time staff members are on-call every other week and provide back-up for volunteers, in addition to working during normal business hours. Following each week of on-call duty, staff are given a day off, which allows them to have a long weekend.

Volunteers are on call twice each month and may opt for four-hour segments (5 p.m. to 9 p.m.) or 12-hour segments (overnight), with optional office time. Interns begin by working in the office 10 to 40 hours each week as their schedules permit. As they gain experience, the amount of time they spend at Centers shifts to allow more on-call duties.

Budget cuts have forced the Centers to sacrifice full-time staff positions, which at one time numbered 11. The Centers have accordingly reduced the newer Centers' office hours to one day a week. One coordinator is in charge of the offices in both cities. (The Figure shows the Centers' current staffing organization.) The Centers plan to recruit and train an additional 40 volunteers this year to relieve staff of the additional workload assumed since the cutbacks.

The Centers recruit staff, volunteers, and interns by placing newspaper advertisements, circulating announcements among their funding agencies, and posting positions in college placement offices. A baccalaureate degree is required for the Coordinator and is considered desirable for other staff, but not imperative if they have experience in human services delivery. For volunteers and interns, degrees and experience are not required. Instead, the Centers look for individuals who are flexible, able to work well with people, have good communications skills, and understand problems of policing.

Except for a part-time volunteer coordinator, the staff are generalists, handling all types of cases and sharing responsibility for other functions, such as public speaking. Interns and volunteers are treated as staff members; they provide the same direct services and participate in speaking engagements.

Training. Pre-service training, provided to all new staff, in-

*For further information on the Freeborn-Mower Center, see Minnesota Department of Corrections, *Crime Victim Crisis Centers, 1981 Legislative Report*.

terns, and volunteers, consists of reading assignments on crisis intervention and counseling, observing staff in action, police ride-alongs, and visiting shelters and hospitals to become acquainted with community resources and meet contact persons. Crime Victim Centers have compiled a detailed procedural manual which staff read as part of their pre-service training.

Monthly lectures by representatives from other agencies constitute the Centers' in-service training.

Program Operations

Case processing. The majority of victims make contact with the program on their own, either by phone or by walking into one of the offices. Police referrals and requests for on-the-scene assistance are the second largest source of contacts. Referrals from hospitals and other community agencies provide the balance.

Initially, the Centers identified over half of their victims by examining police incident reports, but when the police adopted a policy of not disclosing information about victims to the press, the legislature passed a privacy act which prohibited releasing this information to victim programs as well. To boost referrals after losing access to police reports, the Centers expanded service areas by opening additional branch offices and seeking more police and social service agency referrals. In addition, staff began attending police roll calls every month to encourage referrals. In St. Paul, when staff have free time, they can also review complaint cards at the police station. (The cards indicate who placed the initial call to the police, but since they do not necessarily include detailed information about the victim, they do not pose the same confidentiality problems as police reports.) Since there are fewer staff in Minneapolis, less time is available for outreach. However, Minneapolis police give a card to every victim, witness, and offender which provides case background information along with the Crime Victim Centers' central telephone number.

The Centers have one central phone number at the Citizen's Council. Calls are forwarded by an operator to the appropriate branch office by day, or to the staff member or volunteer on call at night, based on the police precinct from which the call originated. The individual answering the call enters it in the log and provides appropriate assistance. Cases are handled by more than one Center staff. While this approach may require the victim to re-tell his or her story, it minimizes client dependency on the program and wards off staff burnout by avoiding one-to-one relationships.

When on-call staff expect to be away from the office and their home phones, they take beepers and alert the answering service to contact them by page. A team of two—usually a full-time staff member and a volunteer—responds to calls for on-scene assistance. The team approach gives volunteers experience in direct service delivery, and at the same time

allows one person to handle the "business" aspects, while the other devotes full attention to the victim.

Before staff close a case, they send clients an evaluation form and try to phone them to make sure no further services are needed.

Services provided. The Centers concentrate on crisis intervention, including counseling, referrals, and emergency transportation; lock repair; victim advocacy; and information on crime prevention. The Centers also provide clients with orientation to the criminal justice system and witness management services. The program decided to furnish these particular services on the basis of a needs assessment when the Centers first opened.

On-the-scene crisis intervention is available 24 hours a day to all victims of crime, including assault, burglary, and robbery victims. Staff respond to crisis calls from victims, from police officers at the scene, and from hospitals. When staff first arrive, they determine the victim's immediate needs, listen to the victim's account of what happened, and provide emotional support. For elderly or handicapped victims who are homeowners, staff will board up windows and make any necessary security repairs, including changing locks.

If emergency room treatment is necessary, staff will transport the victim to the hospital—and, after medical care has been provided, take them home or to another safe place. Transportation to shelters is also provided in on-the-scene cases involving battered women who are in life-threatening situations.

In the area of *victim advocacy*, the Centers will contact employers to request that wages of a victim who must testify not be withheld, negotiate with landlords for delays in rent payments, and contact the welfare department to procure financial assistance for eligible victims. The Centers also assist qualified victims to file for restitution. *Assistance in coping with the criminal justice system* may involve asking prosecutors to press charges and accompanying victims to court to obtain warrants or orders for protection.

Extensive *crime prevention information* is provided to victims on an individual basis and through public speaking engagements in conjunction with community crime prevention organizations. For example, Centers staff conducted crime prevention sessions for a senior citizen high-rise complex where they gave residents tips on preventing crime, information on community resources, and advice for acting collectively to combat crime and coordinating services with police. Staff also met individually with residents to explain the program's services and to engrave valuables with identification numbers.

Networking. The Crime Victim Centers have established strong ties with police, prosecutors, social service agencies, and community organizations. Though direct referrals to the program from police and prosecutors are not the Centers' primary source of client contacts, such referrals have increas-

ed over time.

To secure police support, staff attended police roll calls—including those at midnight—on a regular basis to demonstrate the program's 24-hour availability. Staff also went on ride-alongs and conducted training sessions on how to handle victims and what services the Crime Victim Centers could provide. The program also went out of its way to respond to requests for assistance from police, taking on cases the police felt they could not handle, such as neighborhood disputes. In the St. Paul sites, police were invited to drop in for coffee breaks, providing an informal atmosphere for officers and staff to become acquainted. Police who refer victims to the Centers or telephone for on-the-scene assistance receive written notices or calls informing them what happened to the victims. Officers have cited the program's security repair services and board-ups as being particularly helpful, because these services permit them to return to patrol instead of having to guard unsecured property as required by law.

A survey of police officers was conducted after the program had been operating for about one year and again when it had completed its third year of operations. A majority of officers who responded to the questionnaire reported that the program increased their efficiency, and they generally rated the quality of the Centers' assistance favorably.

In St. Paul, where both the city and the county attorneys offices have their own victim witness unit, Crime Victim Centers' staff still spend a great deal of time in court with domestic violence victims. In Minneapolis, city prosecutors tend to call on the Centers more often than the Hennepin county prosecutors, who have their own victim witness assistance unit. Minneapolis city attorneys find the program improves the quality of witness testimony and reduces the amount of time they have to spend ensuring witness appearance. Victims referred by the Centers to both city attorneys' offices have immediate credibility as individuals who will pursue their case to the end. The Centers staff also act as a buffer for prosecutors, explaining the rationale for plea bargaining and continuances to disgruntled victims.

The Centers' extensive referral network is documented in an on-call resource book which lists frequently used resources by category of assistance they provide. Agencies which furnish medical services, emergency shelter, food, financial assistance, and counseling are the ones to which the Centers most frequently refer victims. To coordinate existing resources in the community, the Centers have organized interagency meetings and conducted training sessions in a number of agencies on how to respond to the needs of crime victims. The Crime Victim Centers volunteer coordinator also played a pivotal role in organizing a booth at the annual Minnesota State Fair manned by staff from programs representing general crime victims, battered women, and sexual assault victims. These and other victim assistance organizations throughout the state meet quarterly to discuss

legislative changes and other ways they can help each other.

Caseload Characteristics, Record Keeping, and Evaluation

In 1985, the Crime Victim Centers provided at least 15 minutes of assistance to over 1,300 clients in St. Paul and 1,800 in Minneapolis. During the previous seven years of operation, the program served over 20,000 crime victims. Staff in all offices keep daily logs which indicate each victim's name, date of each contact, type of services provided, and referral source. For each case they are involved in, staff fill out an intake form which lists the name, address, and phone number of the victim; the date, time, and nature of the incident; and whether the victim was a previous client. As a case develops, staff record more detailed client information which is entered on a computer coded confidential client information form. However, no funds have been available to date to analyze the data.

A formal evaluation of the Centers included in the 1981 Department of Corrections report to the Legislature concluded that the Centers had achieved the state statute's service delivery objectives for victim assistance and that the Crime Victims Centers model was a successful approach to service delivery.

In addition, the evaluation included a survey of client satisfaction. Questionnaires were mailed to victims who received extensive services and who would not be endangered by receiving mail from the program. A majority of the clients who responded were very satisfied with the Center's services, and the level of client satisfaction increased over time as the Centers became more experienced in addressing victim needs. Victims who received crisis intervention and court assistance services were especially positive in their assessments of the program.

Costs and Funding

The Centers' budget for the 1985 fiscal year, including private funding, was \$261,000. Expenditures for the fiscal year were as follows:

- Salaries, \$150,600
- Payroll taxes and benefits, \$22,700
- Telephone, \$12,000
- Rent, utilities, and building expenses, \$14,500
- Travel, \$7,250
- Indirect costs, \$37,200
- Other, \$16,750.

Sources of program funding included the state (\$130,500), the Minneapolis United Way (\$97,000), the St. Paul United Way (\$19,800), and foundation grants (\$13,700).

Summary and Observations

As a result of funding cutbacks, the Twin Cities' Crime Victim Centers have limited certain services, including witness management services, emergency transportation, and lock repair. The Centers have also reduced outreach efforts and now rely increasingly on victims to contact them directly, or on police, prosecutors, and social service agencies to refer victims. Several full-time staff positions have been eliminated, increasing the workload of the remaining staff and reducing the amount of time staff spend on-call. A fifth office that had been opened has been closed.

Victim Assistance Programs

Victim Assistance Programs in Portland, Oregon, is sponsored by the District Attorney's Office of Multnomah County (population 570,000), but concentrates most of its services on victims and residents of the city (population 370,000). Among its services are 24-hour crisis intervention for victims of sexual assault; court orientation and victim notification; short-term counseling; assistance in securing restitution; and referral to other human service provider groups for services the program cannot furnish. With an annual budget of \$325,000, an annual caseload of 13,616, and ten full-time equivalent staff, Victim Assistance Programs appears to be firmly established.

Program History, Objectives, and Target Groups

Victim Assistance Programs began as a rape victim assistance program in November 1974. The District Attorney, aware that sexual assault victims were being poorly treated by the criminal justice system, that local women's organizations were demanding increased attention to women's problems, and that federal grant money was available, applied for federal funding to provide crisis intervention services at the hospital and to train hospital staff in handling rape victims. In July 1975, the office added a Victim's Assistance Unit to counsel victims of violent crime and to inform victims of the progress of their cases. A restitution program was funded the following year to document tangible victim losses and request that the court order defendants to reimburse victims for those losses. In 1978, the three activities merged into one program, Victim Assistance Programs, with all staff receiving training in all three programmatic areas. However, some staff still specialize in helping rape victims and providing restitution assistance.

Staff were added each time the program expanded, beginning with three members in 1974 and reaching a peak of 11 in 1980. With the loss of federal funding in 1980, the county assumed responsibility for program funding, but at a reduced level. As a result, staff declined to eight by 1982.

To relieve the burden on staff, the Centers no longer assign cases strictly to one person but allow cases to be transferred among staff. In addition, the program has expanded its volunteer component to increase the number of personnel available for on-call duty. As a result, the Centers continue to provide 24-hour crisis intervention, counseling, court assistance, and other services to victims of both violent and property crimes. While the Centers' access to the criminal justice system is sometimes hampered by their free-standing locations, their unusual storefront structure has helped make the program highly visible and easily accessible to victims.

Portland, Oregon

Because of these personnel cutbacks, the program established priorities for dealing with the most seriously affected victims and eliminated some program features. Highest priority was assigned to victims of sexual assaults and to families of homicide victims, followed by other assault victims and elderly victims. Victims of burglaries and robberies were served when time permits. Since that time, the program budget has increased, making it possible to increase staff size to 12 full- and part-time people. As a result, lower priority victims often receive the services they need, as well.

Although interested in facilitating the activities of police and prosecutors and, in particular, improving the image of the criminal justice system, the program's primary goal has always been to serve the needs of victims.

Program Organization and Staffing

While sponsored from the start by the District Attorney for Multnomah County and always directly responsible to him, Victim Assistance Programs was originally housed in a separate office building one block from the central police station and one-half mile from the courthouse. This location proved unsatisfactory because staff needed more space, quicker access to files, and greater proximity to district attorneys than this site afforded. In addition, some prosecutors felt that program staff were becoming too closely allied with the police. As a result, in 1975 the program moved to the county courthouse, where it remains today.

The table lists paid and volunteer staff. Although for the most part the staff are generalists and take on all kinds of cases, two of the six Advocates have special responsibilities, one for sex crimes and one for cases involving restitution. Except for the director, all paid staff are county employees hired from civil service lists. The director is hired by the District Attorney. The program no longer requires academic degrees or counseling experience for new staff but instead examines applicants for their ability to be non-judgmental and flexible and to work with and care about all types of people under stress. All staff are currently women.

Table 1

Victim Assistance Programs Staff Breakdown

Full-time project director	1
Full-time paid staff	5
Part-time paid staff	3
Full-time secretaries	3
Rape crisis volunteers	35
Office volunteers	3

The program also uses 38 volunteers, three of whom work ten hours a week in the office primarily to monitor court activities and report the proceedings to victims who cannot attend hearings on their cases. The other 35 volunteers are on call at hospital emergency wards two nights a month from 5 p.m. to 9 a.m. to provide immediate crisis intervention. Volunteers are offered (some refuse it) \$5 an hour when their assistance is required, with each hospital trip averaging two and one-half hours.

Staff and volunteers are trained differently. Little pre-service training is conducted for new staff. Instead, new hires learn on the job using initiative and common sense to make their own decisions. However, Advocates are encouraged to ask the program director or other experienced staff for assistance whenever necessary. In addition, most paid staff come from the volunteer ranks and, as a result, already have considerable experience before they are hired. Volunteers, by contrast, who must work in the field on their own without immediate access to experienced staff, are given 20 hours of training and begin service by watching a "buddy" provide crisis intervention their first time out.

Supervision of paid staff by the program director is informal, with the emphasis on helping Advocates recognize their own mistakes and develop and implement their own solutions to problem situations. Staff also attend local training conferences. Volunteers are assigned an Advocate as their supervisor whom they may contact for advice at any time. Rape crisis volunteers meet monthly at the program for presentations on such subjects as crisis intervention with children.

Program Operations

Case processing. Victim Assistance Programs receives referrals from a number of sources. Police arrest reports, supplied daily, represent the principal source of clients. Deputy district attorneys furnish all prosecutor case records potentially involving restitution. Some social service organizations refer victims to the program. Self-referrals, whether in person or by phone, occur less than once a day.

Sexual assault cases and victims eligible for restitution are automatically referred to the Advocates specializing in these areas. Police calls for on-the-scene assistance are handled

by paid staff during the day (for all victims) and by volunteers at night and on weekends (for sexual assault victims only). The program director screens all other cases and decides which victims will or will not be contacted on the basis of the program's target groups and the staff's capacity to handle cases on a given day. The director assigns cases to Advocates based on each staff member's workload. Advocates review the case status of the victims assigned to them, perhaps calling police or prosecutors for additional information, and decide whether to write or telephone them based on the program's priorities for victim assistance and how much time they have as the day progresses. In their initial calls, Advocates make sure the victims are emotionally and physically all right, ask what assistance they may need, inform them of how they can expect their case to progress through the court if a suspect is apprehended, and indicate what responsibilities they may have if the case is litigated. Once assigned a case, an Advocate retains responsibility for it until she decides the victim no longer needs assistance.

Services provided. Victim Assistance Programs provides a wide range of services. The vast majority of the program's clients are victims, although the program does assist witnesses who prosecutors report are frightened, as well as both witnesses and family members in homicide cases. The program's services can be grouped into five categories: crisis intervention, court orientation and victim notification, short-term counseling, restitution and compensation assistance, and referral.

In the area of *crisis intervention*, an on-call volunteer Advocate (at night) or paid staff (during weekdays) meets with each victim of sexual assault at the hospital emergency ward to answer questions she may have, calm her so she can communicate her needs, provide emotional support and reassurance, explain the rationale for the questions the police are waiting to ask and for the tests the medical personnel want to conduct, and provide the name of the day-time Advocate who will assist the victim for the remainder of the case.

Court orientation and victim notification occupy much of the Advocates' time. When calling victims, Advocates describe why and how the victim may be involved in the criminal justice system. Staff may meet with victims before each court appearance (and always do so with sexual assault victims and surviving members in homicide cases) to explain the upcoming court procedure, attend the session with the victim, and explain what transpired after the proceeding. Staff also keep victims informed of the progress of their cases. In 1985, the program sent out 6,722 case-status letters. If a trial date is set after a preliminary hearing, the program sends the victim a letter with the tentative trial date. If a plea is accepted prior to trial, the program notifies the victim of the disposition. Sexual assault cases, however, are never plea bargained without the victim's knowledge and

consent. In the event that the defendant is found guilty at trial, the program encourages victims to attend the sentencing hearing. If the victim does not attend, the program calls or writes the victim explaining the disposition.

At any time during the progress of a case, staff may assist victims with concrete court-related problems, such as case scheduling and property return and, in emergencies, with transportation and baby-sitting arrangements.

The program conducts *short-term counseling* during its initial calls to victims and whenever a victim telephones for assistance or when victims are met at the courthouse before or after a hearing or trial. Counseling consists of helping victims of violent crimes and the family of homicide victims overcome the trauma associated with the crime and the travail related to pursuing a case through the criminal justice system. Advocates reassure victims regarding feelings of fright, anger, and similar painful emotions and also relieve nervousness about what to expect during the processing of the case.

In terms of *restitution*, the Advocates screen case files supplied by deputy district attorneys to determine if there has been tangible loss. They then typically make numerous calls to each victim for whom restitution may be appropriate, to secure written documentation of all losses and ensure that a standard restitution form is completed and included in the case file in time for sentencing. Together with the victim, program staff develop a restitution request, which the program then asks the prosecutor to recommend to the judge during pre-trial conference or at sentencing. If a restitution request is contested, Advocates ask the victim to attend the conference or sentencing, and they accompany the victim to the court in case the judge asks the victim for his or her preference regarding restitution. Staff also assist victims in obtaining compensation through Oregon's Crime Victims Compensation Laws.

The fifth major category of program services is *referral* assistance. As part of crisis intervention, Advocates may provide referrals for medical care, emergency shelter, financial assistance, and lock repair. Referrals for long-term counseling and social welfare needs may be given at any time during a victim's case. Generally, Advocates provide information regarding the nature of available resources and key contact persons, but victims themselves are responsible for calling these organizations for assistance.

Public education and *public awareness* are program activities that fall outside the scope of direct services to victims. Program staff address or attend 150 community group meetings a year and give over 30 media presentations. The program director is currently participating on a committee to develop a curriculum on child sexual abuse for use in the city's elementary schools. Program staff have also testified before the state legislature, and brought busloads of victims to testify in favor of statutes that would assist victims and witnesses.

Networking. The program has developed good working relationships with many police investigators and officers, many prosecutors, and several important social service agencies in the community. After overcoming initial police skepticism and hostility, Victim Assistance Programs was able to arrange for police to routinely turn over all case files to the program for screening and to work closely with Advocates and volunteers to help victims of sexual assault at hospital emergency wards. Police frequently refer traumatized victims to the program, including some individuals who are not victims (hysterical people, mentally disturbed individuals). In order to reinforce police cooperation, the program is careful not to turn down police requests for help. Advocates also act as a buffer for the police, answering victim questions about the status of cases and explaining to victims with non-prosecutable cases why charges cannot be filed. Occasionally, Advocates learn valuable information from victims which they pass on to police investigators. The program collects important information on purse snatching crimes, such as age, sex, and race of victim and suspect, and the time, date, geographical location and type of premises in which the crimes are committed. The program shares this information with police to help them develop prevention oriented deployment tactics. Lastly, the program periodically trains police. Every four months the program devotes a day to teaching police recruits at the State Academy how to respond to sexual assaults and how to work with Victim Assistance Programs, and twice a year program staff train new city officers in dealing with rape victims.

As with the police, the program had to overcome initial resistance from prosecutors who felt that staff would interfere with "their" cases. Currently, the program assists prosecutors by notifying victims of important court dates and escorting them to the court, thereby improving witness appearance rates and punctuality. Victims sometimes convey important case-related information to Advocates. This information can be an important element in a deputy's determination of whether the evidence is strong enough to prosecute a defendant. Prosecutors may ask advocates to help calm witnesses, to inform sequestered witnesses of the progress of their case, or to prepare victims for possible unfavorable trial outcomes. These activities relieve deputies of emotional support tasks they feel are tangential to their jobs and which constitute a drain on their already limited time.

The program regularly trains new deputies in how to work with Victim Assistance Programs and in the advantages of doing so. Program staff are also on the District Attorney's Office hiring committee where they emphasize to potential new prosecutors the office's commitment to assisting victims. While occasional conflicts occur between Advocates and prosecutors over whether a case should be dropped, Advocates are sensitive to the fact that the final determination rests with the prosecutor.

When the program first began, one advocate served solely

as a community resource person, visiting other human service providers in the community to enlist their cooperation, to avoid potential duplication of effort, and to identify a contact person in each agency by name in order to avoid red tape in making referrals. Once initial contacts were made and the foundation laid, the program eliminated this position. Currently, the program most frequently uses groups which provide emergency financial aid, shelter, and food (e.g., the Salvation Army); self-help groups (e.g., Parents United); and social service agencies (e.g., the welfare department). The program conducts joint staff training with a Rape Relief Hotline and a Crime Prevention Bureau in how to deal with victims and when to refer them to each other's program. Follow-up with referral agencies to determine how well they have served victims is rare, due to lack of time.

Caseload Characteristics and Record Keeping

Victim Assistance Programs keeps detailed records of a number of program features. During 1985, the program aided 13,616 victims of crime,* including 484 rape victims and 1,393 individuals eligible for restitution. This averages to 1,135 new cases per month. Program staff also addressed 197 groups, provided 12 jurisdictions with assistance for their victim programs, and distributed over 50,000 pieces of literature informing the public about the program and the criminal justice system. The program estimates that it located the equivalent of \$871,980 in social services for victims in 1985. The courts ordered \$1,830,943 in restitution that year, out of a total of \$1,908,985 recommended by the program. In addition, the program calculates the amount of money victims would have to pay for services provided directly by the program if they had to purchase these services on the open market.

The program uses the data to examine caseload vis-a-vis staff work loads. The district attorney incorporates the information in speeches and in presentations to the county commissioners to justify county funding for Victim Assistance Programs. The program cites restitution figures and estimated dollar equivalents of free program services to document the program's cost-effectiveness to county government and the public.

Victim Assistance Programs uses two systems for keeping track of clients. The first is a phone inquiry file. Advocates record simple requests for information on 5" by 8" index cards which are filed by month of inquiry. The second record keeping system involves use of a Victim Intake Form on which basic data about the victim are recorded, with the emphasis on the client's needs and what should be done immediately to assist him or her. The intake forms are filed

*The program defines a "case" as a victim or witness with whom staff have spent more than ten minutes on the phone or in person.

by month and catalogued alphabetically by defendant and victim. While each advocate records data on the Intake Form, one staff person aggregates the data monthly and annually.

The only evaluation of Victim Assistance Programs was performed after only six months of program operation in 1975, too soon to have generated any useful conclusions.

Costs and Funding

Victim Assistance Programs' 1985 budget was \$325,000, representing \$300,000 for salaries and benefits and \$25,000 for direct materials and services, including \$5,000 for education and training and \$3,500 to pay volunteers for hospital appearances. Multnomah County provides all the money. About \$126,000 comes from special court-ordered penalties assessed on convicted individuals—\$50 for felonies, \$40 for driving while intoxicated, and \$20 for misdemeanors.

The district attorney regularly requests the appropriation from the county commissioners because he believes the program represents a popular criminal justice system activity that he can publicize to the community. He mentions the program frequently in speeches and attempts to generate popular support for the program to further insure continued county funding. He also uses the data on restitution awarded and costs of social services which would otherwise have been used by victims (absent the program) as further evidence of the program's cost-effectiveness.

Summary and Observations

Victim Assistance Programs has grown into a comprehensive program that effectively assists over 13,500 victims a year and, at the same time, enhances the ability of police and prosecutors to perform their functions. The program still sees the need to prevent cases from "falling through the cracks" and to reach out more vigorously to the county's minority communities, many of whom, according to program staff, distrust the white-dominated criminal justice system or have language barriers that restrict their involvement.

The program maintains a 24-hour volunteer on-call service for victims of sexual assault, provides restitution assistance, and meets the major short-term counseling and court orientation needs of most victims of violent crime. The program's survival may in part be attributed to its ability over time to expand and contract to accommodate shifts in availability of funds and its efforts to document its cost effectiveness by estimating costs saved in social service fees to victims who have used the program's free services. The major keys to its success appear to be commitment by an elected official, superior staff, and genuine cooperation from many police and prosecutors.

Victim Service Council

St. Louis, Missouri

The Victim Service Council is the only program which provides victim assistance in the county of St. Louis. In comparison with the city of St. Louis (population 453,000), the county is larger (population 1,918,000), more affluent, and suffers from fewer violent crimes.

The Victim Service Council has several unique features. While funded entirely by the county and located in the county courthouse, the Council was established and is administered by the St. Louis section of the National Council of Jewish Women (NCJW). The NCJW is a 90-year-old volunteer organization with over 200 sections dedicated to furthering the welfare of the Jewish and general communities through a coordinated program of education, service, social action, and advocacy. The NCJW, which recruits and trains volunteers for a variety of community service programs, staffed the Victim Service Council almost entirely with volunteers through the use of a highly structured and comprehensive recruitment and training program. Volunteers and paid staff alike provide crisis intervention, victim advocacy, court preparation and accompaniment, and orientation to the criminal justice system. Paid staff also engage in system advocacy (as does NCJW through its Education and Advocacy Department), promoting the passage of victim-related legislation at the state level.

Program History, Objectives, and Target Groups

The roots of the Victim Service Council can be traced back to the meetings of the St. Louis County Justice Commission, a criminal justice planning agency formed in 1976. Two members of the NCJW St. Louis section took an interest in how the Commission allocated funds from the Law Enforcement Assistance Administration and began to attend the Commission meetings. One of the NCJW representatives had founded the first victim agency in the city of St. Louis. One topic on the Commission's agenda was community needs that were not being addressed by the criminal justice system; while there were three victim assistance agencies in the city of St. Louis, no comparable services for county residents were available. A judge on the Commission therefore suggested that a county-based victim assistance program be established.

The combination of NCJW's experience in direct service delivery (for example, through its Family Resource Center, which handles child abuse and neglect cases) together with its volunteer orientation made the organization a natural choice for providing victim services to the county. NCJW prepared a grant proposal for a Victim Service Council to be administered by NCJW and staffed along the lines of the NCJW volunteer model. An Advisory Board was formed consisting of the county executive, two chiefs of police, a police captain, the prosecuting attorney, the court ad-

ministrator, two legal advisors, a psychological consultant of the business community, and NCJW leaders.

The proposal was submitted to the County Justice Commission, and the grant was awarded with 90 percent of the first year's funding coming from LEAA and ten percent contributed by NCJW. At the suggestion of the county police superintendent, long-range funding plans were developed during the program's second year, and these plans were later cited by the Council's director as one of the keys to the program's success and longevity. LEAA funds were discontinued before the fourth year, and St. Louis County assumed complete funding for the program.

The Victim Service Council began operating in October 1977. Its objectives are to offer information, practical assistance, and supportive counseling to victims of crime in St. Louis County. While serving all crime victims, the program especially targets victims of violent crimes, including family members of homicide victims, and especially the elderly and people with few resources to meet a crisis situation. Crime victims are eligible for assistance regardless of whether the crime is reported or a warrant is issued. Burglary cases are taken when the amount lost is over \$150 and volunteers are available.

Program Organization and Staffing

Location and sponsor. The Victim Service Council is located in the St. Louis County Courts Building. Administered by NCJW, it operates as an independent non-profit entity yet considers itself a community-based program. Furthermore, because it is administered by NCJW, which handles public relations, fund-raising, and program liaison with its advisory board, Victim Service Council staff are able to devote full attention to program operations and providing direct services. At the same time, the Victim Service Council is able to work closely with prosecutors because of its proximity to the prosecuting attorney's office. Victim Service Council has a unique position because of its proximity to the county government center, coupled with its independence from the criminal justice system.

Staff. An organization chart appears in the Figure. The Victim Service Council has 26 staff, 21 of whom are volunteers. Of the five paid staff, four work on a full-time basis—the director, volunteer coordinator, assistant volunteer coordinator, and caseworker. The office manager/secretarial position is part-time.

Recruitment and screening. Recruitment for director and volunteers is handled by an NCJW chairwoman in charge of supervising the Victim Service Council. Acting in effect as the program's personnel department, she advertises in NCJW's monthly bulletin, community and metropolitan

newspapers, local universities, and the local Volunteer Action Center. Volunteer interest is also generated by giving new NCJW members literature about the program. Applicants are screened by the program director and volunteer coordinator before being accepted into the program. No degree or prior experience is required for Council volunteers. Candidates are screened for their ability to be non-judgmental and for their communication skills, emotional maturity, and capacity to help victims.

The director recruits paid staff through advertisements in metropolitan newspapers. She seeks staff who have the ability to combine working in a team approach with functioning independently, and who are able to accept supervision and constructive criticism from both the director and other staff members.

Staff/Volunteer functions. As a rule, paid staff handle supervisory functions and cases involving victims of violent crime. Each of the five paid staff members has individual responsibilities. The director supervises the daily operations of the Council; her duties include setting up and monitoring office procedures, establishing and expanding the program's local and statewide network with community agencies and criminal justice system personnel, supervising and evaluating staff and volunteer performance, and assigning cases to paid staff. A volunteer coordinator and an assistant are responsible for scheduling volunteers to ensure that the program is adequately staffed at all times and to maintain continuity on cases; they also provide on-the-job training to volunteers, guiding them in how to identify victim needs and use available community resources. The caseworker maintains a full client caseload, generally handling the most serious violent crimes. The office manager/secretary screens police records and other criminal justice reports for victim referrals, updates information in the files, and performs miscellaneous office duties.

The majority of program volunteers devote half a day per week to the program; three student interns work 12 to 15 hours per week. Volunteers are scheduled in shifts—three in the morning and three in the afternoon—so that on any given day the equivalent of at least three full-time staff are on duty. Volunteers begin by working on burglaries and robberies. As they gain experience, they are encouraged to handle cases involving more serious crimes and to request the types of cases in which they would like to specialize.

Training and supervision. Intensive pre-service training is provided for new volunteers. The sessions consist of an introduction to the program and the role of NCJW; a victimization exercise designed to sensitize volunteers to the reactions and feelings of victims; an outline of the responsibilities of program volunteers; role play exercises and discussion; lectures for volunteers on communication techniques, criminal justice system operations, and community resources; and instructions on how to complete program forms and prepare case narratives.

At the end of each day, the volunteers fill in a training evaluation form, rating the content and presentation of the sessions and offering suggestions for improvement. A volunteer training manual was prepared and published by the program founders, and the staff have since developed specialized training programs for volunteers as well. In addition, one of the NCJW co-chairwomen provides guidance and support in the area of volunteer training by helping to plan training sessions and hosting recognition events for volunteers.

Before they begin work, volunteers are given reading materials and observe how experienced staff handle victims. The volunteer coordinator assigns an experienced volunteer or staff member to supplement the on-the-job training. Both the coordinator and the buddy are available to answer any questions the new volunteer might have. At the end of the volunteers' first week, they have an interview with the volunteer coordinator to discuss their feelings towards the job, voice special interests or concerns, reflect on their training experience, and get acquainted with the volunteer coordinator.

In-service training sessions consisting of case sharing, round table discussions, or guest speakers are held two to three times each year. The agenda is tailored to the interests of paid staff and volunteers.

Supervision. The director is responsible for staff supervision. Staff members each have a monthly supervision session with the director, file weekly reports on their activities, and prepare case status reports. The director is available for consultation as requested. Volunteers, on the other hand, are closely supervised by the volunteer coordinator.

From the outset, adherence to work schedules is heavily stressed, and volunteers must sign a contract confirming their commitment to work at least three hours each week for one year. In assigning cases, the volunteer coordinator tries to match the skills and interests of the volunteer with the complexity and type of case, both for the benefit of the victim and to make the work a learning experience for the volunteer.

Each time a volunteer contacts a victim, the actions taken are indicated in the case file and reviewed at the end of the shift by the volunteer coordinator. The coordinator writes a short assessment of how the volunteer handled the case and attaches the evaluation form to the case file for the volunteer to read before taking the next action.

Program Operations

Case processing. The Council identifies clients primarily by examining police records and arrest warrants and by screening referrals from the police sexual assault unit and from court clerks who issue adult abuse restraining orders. In addition, referrals are made by prosecutors, police, and social service agencies.

The director and volunteer coordinator assign cases according to type of victim (violent crimes are generally handled by staff) and the volume of cases each staff member and volunteer has at the time. They try to have the same staff member or volunteer work on a case from beginning to end, but this is not always feasible since volunteers work part-time, and victims often require assistance before a volunteer's next scheduled work period.

The office manager/secretary screens police reports, pulling cases involving victims who appear to require medical care, who suffered extreme hardship, or who were put in fear and still may be in danger. A letter is sent to each victim introducing the program and encouraging him or her to call for assistance. The letter is followed by a telephone call to determine whether further help is desired. The majority of cases are handled entirely by telephone; face-to-face contact is usually made by appointment with victims of violent crimes or when victims visit the courthouse to appear in hearings or trials.

Services provided. The Victims Service Council furnishes services primarily to crime victims, although it is available to assist witnesses whom prosecutors refer for emotional support. In addition, the program provides witness management services.

Crisis intervention is available for victims of sexual assault, families of homicide victims, and victims of other types of crimes. Face-to-face assistance in this area is typically provided only during working hours at the program's offices, since the budget does not allow for 24-hour availability or on-the-scene intervention. The Council refers victims for medical care and for emergency shelter and food, and it arranges with police to make home security checks for victims. For example, a battered woman may be referred to the program by the warrants officer or by the clerk issuing restraining orders. The Council staff member will telephone her to find out what happened and provide counseling and emotional support. The program will advise the woman that she may obtain a restraining order to ensure that she is protected from the abuser. The staff member will prepare the victim for her appearance in court before the judge, if she chooses not to engage the services of an attorney; in a few instances, the program staff person will attend the hearing. (If the abuser is represented by an attorney, the Council advises the woman to hire a lawyer, too.) Finally, the program makes referrals to counseling services, including programs for the abuser.

In the area of *victim advocacy*, the Council prepares victim impact statements for the courts indicating the outcome victims would like to see, contacts employers to verify that clients are needed in court to testify, and assists victims in obtaining witness fees and restitution. Program staff also provide considerable counsel, particularly to battered women who need to modify or renew restraining orders.

After they meet the woman to determine the reason for modification or renewal, they document the information in legal terms and submit the papers to the program's legal consultant for review. Then the circuit court clerk is contacted to establish another court date to hear the petition.

Orienting clients to court procedures involves explaining the stages of the criminal justice system and, for cases which go to trial, giving a physical tour of the courtroom to point out where the participants will be located. The program also reviews the court dockets and contacts prosecutors to be able to inform victims of the status of their cases.

The council actively engages in *system advocacy* to sensitize the community to the needs of victims. For example, the program was instrumental in securing passage of the state's victim compensation legislation. On the local level, program staff and NCJW chairwomen make *public awareness* presentations. In 1985, they gave 25 presentations to approximately 3,000 people, including high school and community college students and members of junior league and neighborhood crime prevention groups. Staff addressed rape prevention, domestic violence, sexual assault, and crisis intervention, as well as describing the program's availability and services.

Networking. The Victim Service Council has established effective working relationships with police, prosecutors, and social service agencies. As mentioned earlier, an advisory board secured command-level understanding and support from the police. The police chief on the advisory board was asked to distribute fliers on the Council to his officers, both for their own information and for them to distribute to victims. At the Council's inception, the chief helped to organize an orientation to police procedures for the program's staff and volunteers.

The Council also took steps to ensure that daily working relations with line officers ran smoothly. To gain access to police reports at the Bureau of Central Police Records, the program checked with the county counselor to make sure that the police would not be held liable for releasing the information. In working on cases, staff and volunteers often talk with the investigating officer before contacting the victim, to secure additional information and to make sure the police have no objections to the program's involvement. The sexual assault unit of the St. Louis County Police Department works closely with the program and frequently makes referrals. The confidence the sexual assault unit has in the program was indicated when the unit was hiring two new officers and asked the Council director to interview candidates.

As with the police, the program asked prosecutors to conduct an orientation on their operations. The Council's physical proximity to the prosecutor's office also facilitates a close and informal working relationship with assistant prosecuting attorneys. Once a case has been filed for prosecution, the Council staff member on the case typically visits

the appropriate assistant prosecuting attorney to provide an update on the victim's progress and to check on the status of the case. The program saves prosecutor time by providing victims with basic information about the criminal justice system, counseling victims, and preparing victim impact statements.

Both police and prosecutors appreciate having the Council to turn to when they feel they cannot handle a particular client—such as extremely upset victims—or when they do not have enough time to provide the emotional support a victim needs. The program has also conducted training sessions on victim needs for police and prosecutors.

The Council has an extensive referral network with social service agencies, referring victims most frequently to agencies that provide counseling and emergency food, and to the Division of Family Services for food stamp replacement and public assistance. The Council follows up on all referrals, either by telephoning the victim to find out what happened or by sending a letter asking the victim to call the program. The program has also conducted training sessions for other agencies, such as instructing emergency room hospital staff on helping rape victims.

The Council helped found the Missouri Victim Assistance Network, a statewide association of victims and representatives of disciplines concerned with the criminal justice system. The network advocates legislative change on behalf of victims (e.g., supporting the Missouri Victim Bill of Rights and changes in the state's victims compensation fund), hosts an annual conference to educate victim service providers, and provides training and technical assistance for prosecutors on how to include victims in the criminal justice process. The Council director is the network's first president.

Caseload Characteristics, Record Keeping, and Evaluation

The Victim Service Council keeps detailed records on cases and, with free computer services from St. Louis County, compiles sophisticated data reports on a quarterly basis. During fiscal year 1981, the Council served 1,225 victims, providing a total of 8,000 services, including all telephone contacts for informational purposes.

The quarterly computerized reports provide the program with a great deal of information including type of problem the victim had; how the client was referred to the program; victim characteristics; nature of offense, whether a warrant was issued, and trial outcome; and when and why the case was closed.

The information from these reports is used for monitoring purposes, to identify improvements the program might need to make, and to commend the program to the criminal justice system and the county government. The program also calculates the labor savings realized by using volunteers, estimating it provided \$28,000 in 1985 in free services.

The Council has a number of record keeping systems. When a case is referred to the program, a case number is assigned and entered on a monthly log, along with the victim's name, date of initial contact, and staff person assigned. The case is also noted on the monthly tally by type of case. The staff member who reviews police records completes victim profile sheets containing information on each case that day, codes the available information for computerization, and groups it by type of crime to facilitate volunteer case assignment. Once a case has been assigned to a staff member or volunteer and some action has been taken, information is added to the profile, and the profile sheet is filed by the date on which the next action is required. In addition, an index card is filled out and filed by the last name of the victim; the card contains information on the type of offense, the referral source, and the program case number. All action dates are indicated on the card. When staff close a case, they enter the termination date on the profile and the card, both of which are then transferred to their respective closed case files.

Detailed records make it possible to identify the types of victims served, as well as the services provided. The program also uses the caseload data to respond to special outside requests for information. For example, the program was able to assist a police chief on the advisory board who wanted to know how many cases originated from his municipality.

To date, no formal evaluation of the Victim Service Council has been conducted. The program conducts a process evaluation when staff meet annually with the NCJW chairwomen to review the Council's progress and set goals for the following year.

Costs and Funding

The total budget for the Victim Service Council for 1985 was \$105,462, broken down as follows:

Staff salaries and benefits	\$95,772
Travel, postage, telephone	\$5,435
Materials and supplies	\$2,975
Other (memberships/subscriptions; auto allowance)	\$1,280

The Council is funded as part of the County Executive Office.

Summary and Observations

As the Victim Service Council has gained experience and extended its referral network, it has handled an increasing number of sensitive cases, such as incest and sexual assault. The program hopes to be able to train volunteers to take on more serious cases; toward that end, volunteers have begun to take on domestic abuse cases after completing a specialized training program. With the passage of the adult

abuse law in Missouri, the program has seen an increasing number of battered women.

The Victim Service Council provides a variety of services to a large number of victims at a relatively low cost to the county. Its success may be attributed to the effective liaison it has established with the criminal justice system and social service agencies in the community, its unusual administrative structure which benefits the criminal justice system but places no supervisory burden on it, and the use of over twen-

Police Crisis Intervention Unit

The Police Crisis Intervention Unit serves residents of Scottsdale, Arizona (population 112,000). With four full-time staff and an annual budget of \$188,000, the unit responds to direct calls from victims and to police requests for on-the-scene assistance 24 hours a day. The program also accepts referrals from police, city courts, and social service agencies. The unit is an example of a police-based program that offers crisis intervention, referrals, orientation to court procedures, transportation, and some victim advocacy services.

Program History, Objectives, and Target Groups

In 1974, the Acting Police Chief of Scottsdale applied to the Arizona State Justice Planning Agency for LEAA funds to hire three community liaison officers (later called police crisis intervention specialists). The chief felt that the liaison officers could work directly with the police to handle the social and emotional problems of victims and other citizens who called for assistance. He saw them as providing a service law enforcement officers could not provide due to time constraints, lack of training in counseling techniques, or lack of authorization. The liaison officers were to be "available for on-the-scene counseling and to promote improved relationships between the police, courts, youth and adult services and the general public, thus improving the criminal justice system."

In keeping with these objectives, the unit responds to requests for assistance involving both victims and non-victims (such as runaways, lost or disoriented persons, and neighborhood disputants). Non-victims, in fact, constitute 65 percent of the caseload, and handling non-criminal matters has gained the unit strong support from police at both command and line officer level. Victims of person-to-person crime are the victims most frequently helped. The program became operational in June 1975.

Program Organization and Staffing

The Police Crisis Intervention Unit is located in a police annex directly behind the headquarters of the Scottsdale Police Department. The police lieutenant in charge of the Ad-

ministrative Bureau is responsible for program management, but he generally does not get involved in day-to-day operations, allowing the program for all practical purposes to operate independently. The four full-time civilian staff rotate on-call duties and share administrative responsibilities, with no formal director. Currently, the unit has no volunteers or interns. Interns have been used in the past to work on special projects, such as compiling and updating a resource library. Constrained by limited office space and with little time to supervise them, the unit has no immediate plans to use volunteers or more interns. There had been almost no staff turnover during the unit's history until 1986, when one specialist resigned.

Training—on the rare occasions when new staff are hired—is generally informal and unstructured. New staff spend three to four weeks working with experienced specialists, accompanying them when they receive calls for on-scene assistance. New hires are given an orientation to the criminal justice system and the courts, participate in a ride-along with officers, and are briefed on police policy and procedures. All specialists receive training in several areas related to crisis intervention, including child abuse, sexual assault, suicide prevention, victim assistance, and grief counseling. The seminars focus primarily on investigative and interviewing techniques. Staff also attend an FBI seminar on hostage negotiation. In addition, unit personnel are encouraged by the police department to take job-related courses, with the city paying tuition costs.

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Program Operations

Case processing. Police referrals account for 80 percent of the unit's caseload. Officers drop off police reports with a request for assistance, and they bring victims to the station for interviewing or, after working hours, telephone specialists at home or page them on beepers. Direct calls from victims and walk-ins make up fifteen percent of the unit's initial contacts. Most of the unit's cases involve face-to-face contact with victims.

Specialists maintain separate caseloads, working exclusively with the same client once a case is opened. Staff work

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an eight-hour shift, 8 a.m. to 5 p.m. or 12 noon to 9 p.m., and are on-call one week out of four, shifting every Tuesday at noon. Staff receive an additional two hours of pay each day they are on-call, and if they are summoned to the scene, they receive time-and-a-half.

Services. The Police Crisis Intervention Unit has four unmarked police cars equipped with radio units which staff take home when they are on-call for on-the-scene *crisis intervention*. During the day, calls may be initiated directly by the victim or the police; at night, by police officer only. Upon arrival, the specialist introduces himself or herself to the officer and the victim, then assesses the level of intervention needed. Staff refrain from asking for details about the incident at this stage, since an in-depth interview at the police station typically follows. At the scene, the specialist serves as an intermediary between the victim and the investigative officer, briefing the victim about the kinds of questions that will be asked, any physical examinations (for rape victims) that will be conducted, and the purpose of both procedures. The specialist also gives preliminary information on the operations of the criminal justice system, then transports the victim to the station for the investigative interview, with the specialist remaining on hand to provide additional emotional support and counseling. After the interview, the specialist inquires about the victim's support system, previews what lies ahead, makes any needed referrals, and transports the victim home or to an appropriate shelter. Transporting victims, though time-consuming and tedious, is important in Scottsdale where the public transportation system is limited.

The specialist calls the victim within a few days of the initial contact to keep in touch, provide additional supportive counseling, and follow-up on referrals. Referrals are considered a key component of the unit's services. According to the lieutenant in command of the unit, crisis intervention specialists should provide short-term assistance only, referring victims to other agencies for their long-term needs. The agencies to which the program most frequently refers clients are mental health, legal services, welfare, and family services.

Some time is given to victims whose cases go to trial. In the area of *victim advocacy*, the unit may transport the victim to the county jail to identify the alleged offender in line-ups or photographs. Staff are kept apprised of the date of the preliminary hearing and other court proceedings by the investigating officer, so that they may be present to provide emotional support to victims on these occasions. Municipal judges often call the unit when victims become upset in court. (Court preparation is performed by a separate agency—the county victim witness program—for cases which are tried in the county court.) Although the Police Crisis Intervention Unit and the county victim witness program sometimes serve the same clients, the two programs

operate independently, the former concentrating on the victim's immediate and emotional needs, and the latter on court and witness preparation. After the trial, the specialist places a final follow-up call to the victim.

Networking. The unit enjoys good working relations with both social service agencies and the criminal justice system, particularly with police officers and investigators. Founded by the former Acting Chief of Police, the unit had command and administrative support from the outset. Initially, the staff met with some resistance from line officers, which the specialists overcame by participating in numerous ride-alongs to give officers an opportunity to observe them in action, by responding to all requests for assistance even if they were not strictly within the scope of the unit's mandate, and by training police in handling domestic violence cases. The unit assists police by interviewing distraught victims and by providing victims with referrals to other human service providers. On rare occasions, staff file incident reports for victims who wish to retain their anonymity and would not otherwise file reports.

At the request of prosecutors and judges, the unit assists victims and witnesses who become emotionally upset in the courtroom. The unit does not furnish many court-related services to victims, leaving the majority of those responsibilities to the county victim witness program; however, it does assist municipal prosecutors and judges in some non-victim related cases. Aware of the unit's social service network and often at a loss for other alternatives, city prosecutors and judges call upon the unit to locate appropriate treatment agencies for mentally ill defendants or to provide referrals for other needy offenders coming before the court. As a human service provider, the program lacks the authority to enforce referrals and recommendations for treatment. Thus, specialists may request in some cases that prosecutors mandate treatment as a condition of release. The unit responds to the court's requests in order to gain support from prosecutors and judges.

Social service agencies and the unit refer clients to each other, benefitting mutually. Community agencies appreciate having a single point of contact in the police department and trust the unit's judgment in making referrals, because it has become familiar with their screening criteria. In addition, the unit will occasionally respond to emergency calls on behalf of other agencies, such as the state child protective service agency. When first establishing its network, the program staff contacted agencies to introduce themselves, explain their function, and develop a resource file, which is updated periodically. Attending interagency meetings, as well as serving together on various task forces in the area of victim assistance, have been effective means for unit staff to maintain ties with other organizations.

Caseload Characteristics, Record Keeping, and Evaluation

The Police Crisis Intervention Unit assists approximately 2,000 clients a year, with each specialist handling between 30 to 60 new cases per month. As mentioned above, staff maintain separate caseloads and separate files. For each client, specialists keep a contact log on an index card, which is filed alphabetically by the client's last name. These cards are stored in file boxes on each specialist's desk until the case is closed, when they are transferred to a central file. Specialists also fill out monthly reports indicating the number of new clients received, repeat clients, clients continued, each type of client problem handled, referrals made, and how staff hours were spent.

As part of the grant requirements, the program was required to submit a self-evaluation at the conclusion of the funding period. Officer and client satisfaction surveys revealed that police personnel and the community as a whole regarded the program favorably. Most clients found the specialists very helpful and regarded the police more favorably as a result of the specialists' intervention. Officers were generally satisfied with the way specialists handled calls for on-scene assistance and felt the program saved them time and improved police-community relations.

Costs and Funding

The 1985 budget for the Police Crisis Intervention Unit was \$188,000. Requests for funds are submitted to the city as part of the Scottsdale police budget. Having gained strong support from police and the community in general, the program is an exception to the city's policy of contracting for community services.

Summary and Observations

The Police Crisis Intervention Unit differs from the other programs studied, in that its clients include many non-victims, such as families of juvenile runaways and disoriented elderly individuals. The unit does, however, provide extensive crisis intervention services to victims with whom it comes into contact. Its capacity to respond on-the-scene and around the clock, and its willingness to relieve police of handling many non-victim complaints, have gained strong support of police and social service agencies in the community.

Appendix C: Selected Bibliography and Other Resources

(1) Majorie Susman and Carol Holt Vittert. *Building a Solution: A Practical Guide for Establishing Crime Victim Service Agencies*. St. Louis: National Council of Jewish Women, St. Louis Section, 1980. 104 pp. Excellent introduction to establishing a victim witness assistance program by two individuals responsible for establishing the St. Louis County Victim Service Council. Strong emphasis on use of volunteers and client advocacy. Wittily written and pragmatic. Includes separate volunteer training manual.

- Order from: National Council of Jewish Women
St. Louis Section
8420 Delmar Boulevard
Suite 203
St. Louis, Missouri 63125

(2) Roberta C. Cronin and Blair B. Bourque. *National Evaluation Program Phase I Report: Assessment of Victim/Witness Assistance Projects*. Washington, D.C.: U.S. Department of Justice, May 1981. 55 pp. and appendices. Summary of a comprehensive evaluation of crime witness programs nationwide in terms of victim benefits and criminal justice benefits. The complete report, "National Evaluation Program Phase 1 Assessment: Victim/Witness Assistance Project; Draft Final Report," can also be ordered.

- Order from: The National Institute of Justice
633 Indiana Avenue, N.W.
Washington, D.C. 20531

(3) Marlene A. Young. *The Victim Service System: A Guide to Action*. Washington, D.C.: The National Organization for Victim Assistance, January, 1983. 148 pp. and appendices. Detailed description of how to provide every type of victim witness service, including a wealth of sample forms, letters, fliers, and other materials. Provides a comprehensive description of how to understand the victim's emotional response to crime and a detailed course outline for training in on-scene crisis intervention. Designed for all practitioners—human service providers, law enforcement officers, prosecutors—responsible for working with victims and witnesses.

- Order from: The National Organization for
Victim Assistance
717 D Street, N.W.
Washington, D.C. 20004

(4) National District Attorneys Association. Commission on Victim Witness. Washington, D.C. Assorted materials. With LEAA support, the NDAA funded eight victim witness programs in 1974; it has since developed a large array of pamphlets, fliers, and reprints providing practical assistance in the development and running of victim witness programs.

- Order from: National District Attorneys
Association Commission on
Victim Witness Assistance
1900 L Street, N.W., Suite 607
Washington, D.C. 20036

(5) Kenneth Friedman, Helen Bischoff, Robert Davis, and Andrea Person. *Victims and Helpers: Reactions to Crime*. Washington, D.C.: U.S. Department of Justice, May 1982. 29 pp. Report of an assessment by the country's largest victim witness program of the needs of victims and witnesses in its jurisdiction. Discusses problems following victimization, factors affecting the coping process, agency support, victims' social networks of support, and the experiences of supporters of victims.

- Order from: National Institute of Justice
633 Indiana Avenue, N.W.
Washington, D.C. 20531

(6) David A. Lowenberg and Paul Forgach. *Counseling Crime Victims in Crisis*. Washington, D.C.: Aurora Associates, Inc., 1982, 51 pp. Detailed discussion of how to set up a program for training volunteers and what the essential components are of effective crisis counseling. Includes description of the Pima County program's extensive crisis intervention and volunteer effort.

- Order from: Aurora Associates, Inc.
1140 Connecticut Avenue, N.W.
Suite 1200
Washington, D.C. 20036

(7) Burt Galaway and Joe Hudson, ed. *Perspectives of Crime Victims*. St. Louis: C.V. Mosby, 1981. 435 pp. Very useful collection of 44 articles on the victim in the justice system, victim surveys, victim vulnerability, victim capability, victim restitution and compensation, victim service program models, and alternative victim services. Useful both for background and for practical information for setting up and running programs.

- Order from: C.V. Mosby Company
11830 Westline Industrial Drive
St. Louis, Missouri 63141

(8) James H. Ahern, John Hollister Stein, and Marlene A. Young. *Law Enforcement and Victim Services*. Aurora Associates, Inc. and the National Organization for Victim Assistance. Washington, D.C., n.d. 52 pp. Review of police as crisis victims; discussion of how the victim's and witnesses' interaction with the criminal justice system can become "the second injury." Detailed suggestions for how victim witness programs can successfully initiate contact with police and develop three different models of working relationships.

- Order from: Aurora Associates, Inc.
1140 Connecticut Avenue, N.W.
Suite 1200
Washington, D.C. 20034

(9) National Organization for Victim Assistance (NOVA). *Newsletter*. Information on what is going on in the field of victim assistance. Published by an organization composed of victim witness programs and individuals interested in or working in the field of victim assistance. NOVA publishes a number of other useful materials, including a pamphlet on why business should become involved in assisting victims and witnesses, a description of all state legislation affecting victim rights, and a directory of all victim witness programs in the country (see below). A must organization to join.

(10) National Organization for Victim Assistance (NOVA). *Program Directory, 1983*. List by state of names, addresses, directors, and telephone numbers of all victim witness programs in the country.

(11) National Organization for Victim Assistance (NOVA). *Self-Assessment Kit, 1987* (revised). Kit contains three tools: (1) Management Information System (MIS) for victim service programs—a manual system that lends itself to computerization; (2) Cost-benefit Analysis System that uses the information compiled by the MIS; and (3) Program Assessment System that helps programs examine all of their management and service functions. The Program Assessment System is designed for self-administration by a program and for application by outside evaluators.

The NOVA *Newsletter*, *Program Directory*, and *Self-Assessment Kit* may all be ordered from:

The National Organization for
Victim Assistance (NOVA)
717 D Street, N.W.
Washington, D.C. 20004
(202) 393-NOVA

(12) National Victims Resource Center. A new federal information and referral center that can provide citizens and organizations that want to help victims of crime with descriptions of existing victim assistance programs; names and addresses of people to contact for more information; bibliographies, data base searches, and other materials in paper or microfiche; access to other materials through interlibrary loan arrangements; rental of audiovisual materials; and reading room services in the Washington, D.C. metropolitan area. The center works through a network of public and private organizations at the national, state, and local level that promote or operate victim assistance programs. It maintains a computerized national program data base containing descriptions of all types of victim assistance programs throughout the country. A legislative data base has been developed to track pending and enacted legislation on victim assistance and compensation programs. Brief summaries of books, articles, reports, and audiovisual materials on victim-related topics make up a bibliographic data base for the use of researchers and practitioners alike. A unique and indispensable resource center.

- Telephone or write:

National Victims Resource Center
Office of Justice Assistance
Research, and Statistics
Washington, D.C. 20531
(202) 724-6134

Appendix D: Sample Victim Witness Needs Assessment Questionnaire*

1. Where did this incident take place?
- a) At or around my home _____
 - b) At my place of work _____
 - c) Outside _____
 - d) In a bar _____
 - e) In a building or commercial establishment _____
 - f) Other _____
 - g) DK/NS _____

2. Was any property taken as a result of this incident?
- a) Yes
 - b) No
 - c) DK/NS
- } go to 4

3. What was taken?
- a) Cash How much \$ _____
 - b) Personal property eg., clothes, jewelry, camera _____

 - c) Household items, eg., furniture, tools _____

 - d) Motor vehicle or accessories _____

 - e) bicycles _____

 - f) Other _____

Was anything damaged but not taken in this incident, eg., lock or window broken, clothing damaged, car vandalized?

- a) Yes
 - b) No
 - c) DK/NS
- } go to 7

*Abt Associates of Canada, Interim Report (Ottawa, Canada: March, 1982).

5. What was damaged?
- a) Dwelling or other building or property _____
 - b) Household items _____
 - c) Motor vehicle _____
 - d) Personal property _____
 - e) Other _____

6. What was the total value of the damage done?
- a) \$ _____
 - b) DK/NS

(FOR YES TO TAKEN AND/OR DAMAGED ONLY)

7. Will at least part of your losses be covered by insurance?
- a) Yes
 - b) No
 - c) DK/NS

8. Did you suffer any physical injury as a result of the incident?
- a) Yes
 - b) No
 - c) Don't know
- } Go to 13

9. What were the injuries you suffered? Anything else?

(MARK ALL THAT APPLY)

- a) Knife wounds
- b) Gun shot wounds
- c) Broken bones or teeth knocked out
- d) Internal injuries, knocked unconscious, concussion
- e) Bruises, black eyes, scratches
- f) Cuts (other than knife wounds)
- g) Other _____

10. Did you receive any medical or dental attention after the incident?

- a) No Go to 13
- b) Yes

11. Did you receive any treatment at hospital?

- a) No Go to 13
- b) Yes

12. Did you stay overnight in the hospital or did you receive emergency treatment only?

- a) Emergency only
- b) Stayed overnight or longer?
 How many nights?

13. Crime victims can react many different ways to their personal experience with crime. May I ask you how you reacted immediately after the incident?

(RECORD ANSWER)

(PROMPT WITH) Would you say you were (READ LIST AND CHECK ALL THAT APPLY)

- Nervous _____
- Crying or shaking _____
- Angry _____
- Confused or in a state of shock _____
- Physically sick or nauseous _____
- Other (specify) _____

14. In the time since the incident, have you experienced any lasting effect such as (READ AND CHECK ALL THAT APPLY)

- nervousness
- crying or shaking
- fear of being alone
- fear of entering your home
- fear of going out at night
- anger
- memory loss
- confusion or state of shock
- physical sickness or nausea
- trouble sleeping
- headaches
- lack of appetite
- other (specify) _____

15. Have you talked about the incident with a family member or close friend?

- Yes
- No Go to 15 (b)
- No such person available
- DK/NS

a) (IF YES) Was the person (or persons) talked to able to help you?

Yes _____ No _____ DK/NS _____

b) (IF NO) Would you have liked to talk to someone close to you about what happened?

Yes _____ No _____ DK/NS _____

16. Was a suspect identified in your case?

- a) Yes
 - b) No
 - c) DK/NS
- } Go to 21

17. Did you know the suspect before the incident?

- a) Yes How? (nature of relationship) _____
- b) No
- c) DK/NS

18. Have you since this person since the incident?
- a) Yes
 - b) No
 - c) DK/NS
19. Have you ever been a victim of this person's acts in the past?
- a) Yes
 - b) No
 - c) DK/NS
20. As far as you know have charges been laid against this person in the past?
- a) Yes
 - b) No
 - c) DK/NS
- (IF YES) For the same offense?
- a) Yes
 - b) No
 - c) DK/NS
21. In your opinion, what does this person deserve for what they did? (RECORD ANSWER)
- a) To go to prison _____ For how long _____ (yrs)
 - b) To pay a fine _____ How much \$ _____
 - c) Other _____
22. Should this person be required to make good directly for the harm he did you?
- a) Yes
 - b) Maybe
 - c) No
 - d) DK/NS
23. Have you ever been the victim of a similar crime in the past?
- a) Yes
 - b) No
 - c) DK/NS
- or of any other type of crime
- a) Yes
 - b) No
 - c) DK/NS

Now I would like to ask you about how the Police handled your incident?

24. Who first contacted the police?

You

Family member

Friend

Neighbour

Stranger

Other _____

DK/NS

25. How soon after the crime occurred was it reported to the police?

Less than half an hour

Between half an hour and one hour

More than one hour

DK/NS

26. Overall, how did you feel about the way the police handled your case?
Were you:

Very satisfied

Satisfied

Not satisfied

DK/NS

27. Now I'd like to read a series of statements about possible ways the police could have handled your case. On the basis of your experience, please tell me whether each of these statements was true for you or not true for you.

True for You	Not true for You	DK/NS
-----------------	---------------------	-------

The police responded quickly after they were told of the crime

The officer was polite and courteous to me

The officer was sympathetic to my situation

The police made me feel partly responsible for the incident

The presence of the officer made me feel safe and secure

True for Not true
You for You DK/NS

The police did all they could
to locate and arrest the
criminal

I was not kept informed of
what happened during the
investigation of the
incident

The police told me about
services available to help with
problems caused by the incident

The police gave me helpful
information on crime
prevention

28. Many kinds of services to help victims and witnesses of crime have been developed recently in different parts of Canada. The list I will read to you includes services which may be available in Richmond or in other cities. For each of the following please tell me as far as you know, whether the service is available in Richmond.

Yes No DK/NS

- a) Rape and sexual assault centre
- b) Legal aid for crime victims
- c) Transition houses for battered wives
- d) Telephone crisis hot lines
- e) Special police services for victims
- f) Witness reception areas in court
- g) Free transportation to court
- h) Service agencies primarily for crime victims
- i) Programs to enable victims to receive compensation from convicted offenders
- j) Compensation for criminal injuries from the government
- k) Are you aware of any other special victim or witness service in Richmond?

If yes, specify:

29. As I mentioned, the main purpose for conducting this study is to find out whether more could have been done, or should have been done by the community to help people who have been a victim of crime. Basically, we want to find out if there were ways the community or the police could have helped to lessen the impact of the incident on you. I would like you to think back from the period immediately after the incident -- up to the present time -- can you recall any kind of help you could have used that was not immediately available? Anything at all

Anything else? (RECORD VOLUNTEERED RESPONSES)

(FOR EACH KIND OF HELP MENTIONED, ASK) How were you able to resolve this problem? Did the police help you, a social service agency (eg., hospital), did your friends or relatives help you, or did you receive no help from anyone. Was the help provided adequate to meet your needs?

(GIVE RESPONDENT AN OPPORTUNITY TO VOLUNTEER ITEMS, THEN SUGGEST THE FOLLOWING NOTING THAT (a) (b) and (c) APPLY ONLY TO CERTAIN TYPES OF CRIMES)

What about _____? Did you have any need for help of this kind that was not immediately available? If yes ask how it was resolved and satisfaction with resolution -- as above.

29.	Need expressed for	Need met by							Victim satisfaction with help provided					
		Volunteered	Prompted	Not Met	Police	Family	Friends	Neighbour	Social Agency	Other	Yes	No	N A	DK/NS
a.	Emergency home repairs (ask only if home broken into or damaged)													
b.	Emergency transportation to hospital (ask only if injured)													
c.	Emergency financial aid (loss cases only)													
d.	Advice on practical matters eg., reporting stolen credit-cards, contacting insurance etc.													
e.	Someone to stay with you to provide company/security													
f.	Someone to talk to for a while after police left													
g.	Advice on help available from social service agencies													
h.	Greater police concern for your troubles													
i.	More police attention to your case.													
j.	Information about the progress of the case													
k.	Crime prevention information													
l.	Other													

30. Direct experience with crime sometimes affects people's sense of security and personal safety. I am going to read a series of statements about your feelings of security since the incident and would like you to tell me whether these statements are true for you or not true for you.

True for Not true
You for You DK/NS

Since the incident I feel generally
less secure

Since the incident I feel that
the streets of my neighbourhood are
less safe

Since the incident I feel that
my home is one place where I feel
completely safe

Since the incident I feel that
I now become more anxious in public
places

Since the incident I feel that
I am now more suspicious of
strangers

Since the incident I feel that
I am now afraid to be alone

Since the incident, I am afraid
to enter my home alone

Since the incident I am afraid
to go out at night

31. Crime victims sometimes believe that their actions contributed to their being victimized. In your case, do you feel that you did anything which "brought on" the incident?

Yes _____ No _____ DK/NS _____

32. Do you believe that you could have done more to prevent the incident?

Yes _____ No _____ DK/NS _____

33. Since the incident have you done anything to protect yourself or your property from crime?

For example, have you (READ AND CHECK ALL THAT APPLY)

- a) Changed activity pattern (go out less, don't go out alone, etc.)
- b) Lock doors and/or windows
- c) Installed new locks; put bars on windows
- d) Leave lights on; installed new lights; use light time
- e) Bought a dog
- f) Carry, bought a weapon for protection

- g) Bought insurance
 - h) Protect car (lock or park in a safer place)
 - i) Have home checked while away
 - j) Put possessions (other than car) in safer place
 - k) Other
-
-

Finally a few questions about yourself. The answers will help us to determine whether people with certain characteristics have particular experiences as victims of crime, and require particular types of services.

34. What is your marital status?

- a) Single
- b) Married/Common law
- c) Widowed
- d) Separated
- e) Divorced
- f) Refused

35. What is the highest grade of level of education you ever completed?
(MARK ONLY ONE)

- a) No schooling
- b) Some elementary
- c) Completed elementary
- d) Some high school
- e) Completed high school
- f) Some technical or community college
- g) Completed technical or community college
- h) Some university
- i) Completed university
- j) Other _____
- k) DK/NS

36. What type of dwelling are you now living in?
- a) Single house
 - b) Semi-detached or double (side-by-side)
 - c) Garden home, townhouse or row house
 - d) Duplex (one above another)
 - e) Lowrise apartment (less than 5 stories)
 - f) Highrise apartment (5 or more stories)
 - g) Other _____

37. How many people, counting yourself, live in your household?

38. Which of the following best describes your main activity so far during 1982? Were you mainly (READ CATEGORIES ALOUD)

- a) Working at a job or business Type _____ (post code)
- b) Looking for work
- c) A student
- d) Retired
- e) A homemaker or housewife
- f) Other _____

39. In which of the following ranges did your total family income fall the for calendar year 1981? Include all income, before taxes and deductions, of all members of your family living in your home with you. Stop me when I get to the right category.

- a) Less than \$9,000
- b) \$9,000 - \$14,000
- c) \$15,000 - \$19,999
- d) \$20,000 - \$24,999
- e) \$25,000 - \$29,999
- f) \$30,000 - \$39,000
- g) \$40,000 - \$49,000
- h) \$50,000 and over
- i) DK/NS

THANK YOU VERY MUCH FOR YOUR CO-OPERATION

Appendix E: Sample Needs Assessment Questionnaire for Social Service Organizations*

I. 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? _____

*Susman and Vittert, *Building a Solution*, pp. 4-8

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?
Other types of transportation? (for medical care, police department) | <input type="checkbox"/> | <input type="checkbox"/> |
| b. Do you provide crime prevention information?
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.?
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?
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?

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

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

Appendix F: Sample Training Curriculum



7900 CARONDELET AVENUE • 3rd floor • ST. LOUIS, MISSOURI 63105 • (314) 889-3362

GENERAL TRAINING PROGRAM - Victims of Crime

TRAINERS:

Betsy Munro - Executive Director, Victim Service Council; MSSW

Karen Levy - Vice-Chairman, Victim Service Council; J.D.

Gloria Hildebrand - Victim Services Coordinator, Victim Service Council

Paula Meyer - Vice-Chairman, Victim Service Council

LENGTH OF TRAINING: 19 hours

TRAINING CURRICULUM:

Session I - 6 hours

1. Background on victimization - historical and theoretical
2. VSC policy and services
3. Criminal justice system
4. Communication skills - Part I
 - a. Crisis intervention counseling theory and techniques
5. Attitudes role play
6. Sample role play

Session II - 4 hours

1. Communication skills - Part II
2. Provision of services to victims
3. Available community resources
4. Record-keeping system
 - a. Determining eligibility
 - b. Writing narratives
 - c. Documenting services
5. Role plays and exercise

Session III - 3 hours

1. Basic office procedures
2. Over-view of forms
3. Referral services
4. Presentation of selected burglary and robbery cases
5. Review of burglary/robbery related materials

Session IV - 3 hours

1. Making the first contact with a client
2. Asking questions and gathering information
3. Outreach model of service delivery

Session V - 3 hours

1. Case review
2. One-to-one phone training

Appendix G: Sample Forms for Victim Impact Statement

VICTIM IMPACT STATEMENT NO. 1*

STATE VS. _____

CASE # _____

SENTENCING DATE _____

TO ASSIST THE COURT IN ITS EFFORT TO WEIGH ALL FACTORS PRIOR TO IMPOSING SENTENCE, WE REQUEST YOUR VOLUNTARY COOPERATION IN COMPLETING THIS FORM. THIS STATEMENT IS INTENDED TO BE SUBMITTED TO THE JUDGE IMPOSING SENTENCE HEREIN.

NAME OF VICTIM: _____

ADDRESS: _____

DATE OF BIRTH: _____

STREET

CITY

STATE

ZIP CODE

1. Please describe the nature of the incident in which you were involved.

2. As a result of this incident, were you physically injured? _____

If yes, please describe the extent of your injuries.

3. Did you require medical treatment for the injuries sustained? _____

If yes, please describe the treatment received and the length of time treatment was or is required.

4. Amount of expenses incurred to date as a result of medical treatment received:

\$ _____

Anticipated expenses:

\$ _____

5. Were you psychologically injured as a result of this incident? _____

If yes, please describe the psychological impact which the incident has had on you.

*National Organization for Victim Assistance, *Victim Rights and Services: a Legislative Directory*, 1985 (Washington, D.C.: 1986) pp.117-119

6. Have you received any counselling or therapy as a result of this incident? _____

If yes, please describe the length of time you have been or will be undergoing counselling or therapy, and the type of treatment you have received.

7. Amount of expenses incurred to date as a result of counselling or therapy received:

\$ _____

8. Has this incident affected your ability to earn a living? _____

If yes, please describe your employment, and specify how and to what extent your ability to earn a living has been affected, days lost from work, etc.

9. Have you incurred any other expenses or losses as a result of this incident? _____

If yes, please describe.

10. Did insurance cover any of the expenses you have incurred as a result of this incident?

If yes, please specify the amount and nature of any reimbursement.

11. Has this incident in any way affected your lifestyle or your family's lifestyle? _____

If yes, please explain.

12. Are there any other residual effects of this incident which are now being experienced by you or members of your family?

13. Please describe what being the victim of crime has meant to you and to your family.

14. What are your feelings about the criminal justice system? Have your feelings changed as a result of this incident? Please explain.

15. Do you have any thoughts or suggestions on the sentence which the Court should impose herein? Please explain, indicating whether you favor imprisonment.

THIS FORM IS SUBSCRIBED AND AFFIRMED BY THE VICTIM AS TRUE UNDER THE PENALTIES OF PERJURY. THE INFORMATION AND THOUGHTS YOU HAVE PROVIDED ARE VERY MUCH APPRECIATED.

DATE: _____

SIGNATURE

SAMPLE VICTIM IMPACT STATEMENT NO. 2*

CASE NO: _____
DIVISION: _____
ASA: _____
DEFENDANT: _____
CO-DEFENDANT: _____
OFFENSE: _____

PLEASE COMPLETE THE FOLLOWING:

VICTIM IMPACT STATEMENT

NAME _____ AGE _____ PHONE _____
HOME ADDRESS _____ CITY _____ ZIP _____
BUSINESS ADDRESS _____ CITY _____ ZIP _____
OCCUPATION _____ PHONE _____

1. How has this crime affected you personally and what hardships have you had to endure as a result?

2. Although it is the responsibility of the Court to impose final sentences, your opinion is important. What would you like to see happen with this case?

- PROBATION
- PROBATION WITH RESTITUTION
- A JAIL OR PRISON SENTENCE
- NO PREFERENCE
- OTHER _____

*Palm Beach County (Florida) Victim/Witness Service

3. Please list property that was not recovered or being held in evidence:

ITEM	PURCHASE COST	LENGTH OF OWNERSHIP	CONDITIONS PRIOR TO OFFENSE
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

(PLEASE USE ADDITIONAL SHEET OF PAPER IF LIST IS EXTENSIVE)

4. IS YOUR PROPERTY IN CUSTODY OF THE POLICE DEPARTMENT? YES _____ NO _____

5. PLEASE EXPLAIN PROPERTY DAMAGES: _____

(PLEASE ATTACH RECEIPTS FOR REPAIRS WHERE POSSIBLE:)

6. NAME OF YOUR INSURANCE COMPANY: _____

ADDRESS _____ CITY _____

TELEPHONE _____ AGENT _____

CLAIMS NUMBER _____ AMOUNT DEDUCTIBLE _____

DID YOU FILE A CLAIM? YES _____ NO _____ AMOUNT _____

HOW MUCH WERE YOU REIMBURSED? _____

IF YOU HAVE NOT FILED A CLAIM AS A RESULT OF THIS CASE, WHY? _____

7. Were you injured in this crime? Describe injuries and treatment.

NAME OF DOCTOR: _____

NAME OF HOSPITAL: _____

COST OF MEDICAL ASSISTANCE: _____ (attach copies of bills where possible)

8. NAME OF INSURANCE COMPANY: _____

ADDRESS: _____ CITY: _____

TELEPHONE _____ AGENT _____

CLAIM NUMBER _____ AMOUNT DEDUCTIBLE _____

DID YOU FILE A CLAIM? YES _____ NO _____ AMOUNT _____

HOW MUCH WERE YOU REIMBURSED? _____

IF YOU HAVE NOT FILED A CLAIM AS A RESULT OF THIS CASE, WHY? _____

9. The following services are available through our Social Service Division. Please check services desired or call the Social Service Division 837-2416.

- (a) Transportation to court..... _____
- (b) Supportive Counseling..... _____
- (c) Crime Prevention Information..... _____
- (d) Home Security Audit..... _____
- (e) Referral to other Community Service Agencies such as Food Stamps _____
- (f) Information on court procedures..... _____
- (g) Other..... _____

YOUR SIGNATURE _____

DATE _____

SAMPLE VICTIM IMPACT STATEMENT NO. 3*

VICTIM IMPACT STATEMENT

CASE NUMBER _____

VICTIM'S NAME _____

ADDRESS _____ TELEPHONE _____

DESCRIPTION OF CRIME:

NET FINANCIAL LOSS: _____

SUMMARY OF PHYSICAL INJURY: _____

VICTIM'S DESCRIPTION OF EMOTIONAL IMPACT:

VICTIM'S OPINION OF SENTENCE:

Victim's Signature

*National Organization for Victim Assistance, *Victim Services System: A Guide to Action* (Washington, D.C.: 1983), pp. 141-142

ITEMIZED FINANCIAL LOSS:

Property Description Value

Medical Needs Cost

Wages or Employment Loss Value

ITEMIZED PHYSICAL INJURIES:

Type of Physical Injury or Illness	Hospital Stay	Length of Time	Length of Discomfort
---------------------------------------	------------------	-------------------	-------------------------

SAMPLE VICTIM IMPACT STATEMENT NO. 4



MICHAEL D. SCHRUNK, District Attorney for Multnomah County

• VICTIMS ASSISTANCE PROGRAMS •

804 County Court House • Portland, Oregon 97204 • Telephone (503) 248-3222

Date: _____

Defendant: _____

DA#: _____

PERSONAL INJURY

To the Multnomah County District Attorney's Office:

The losses that I suffered as a result of the crime which occurred on _____ are as follows:

I. BRIEF DESCRIPTION OF INJURY

(Include number of days spent in hospital, if any)

II. LOST WAGES DUE TO INJURY

Occupation : _____
Employer's name : _____
Address : _____
Phone : _____

Number of missed working days: _____ (from _____ to _____)

Rate of net pay (per day): _____

Total lost net wages : _____

I (was) (was not) paid sick leave or vacation time during my absence from work.

III. LIST OF MEDICAL BILLS

(Include cost of prescription drugs, ambulance, hospital, doctor, radiologist bills)

<u>NAME</u>	<u>ACCOUNT #</u>	<u>\$ AMOUNT</u>
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____



MICHAEL D. SCHRUNK, District Attorney for Multnomah County

• VICTIMS ASSISTANCE PROGRAMS •

804 County Court House • Portland, Oregon 97204 • Telephone (503) 248-3222

PERSONAL INJURY - Page two

IV. DAMAGE TO PERSONAL CLOTHING OR OTHER PROPERTY
(Include description of item, description of damage, cost to clean, repair or replace)

V. ANTICIPATED FUTURE EXPENSES

Have you applied for Crime Victims' Compensation: (Yes) (No)

I (was) (was not) covered by Workmen's Compensation, SAIF, or insurance.

If covered, to what extent? _____

Insurance company: _____

Address : _____

Policy # : _____

Name of adjustor or agent: _____

Phone: _____

I HAVE ATTACHED DOCUMENTATION FOR THESE LOSSES WHERE POSSIBLE.

To the best of my knowledge, the above facts are true and accurate. I understand that if I make any false claim in this report that I could be prosecuted for a crime under Oregon law.

(signature)

Address: _____

Date: _____

PLEASE RETURN THIS FORM BY _____ SO WE ARE ABLE TO SUBMIT IN TIME FOR SENTENCING.

Filing a claim for restitution does not impair your right to sue and recover damages from the defendant in a civil action or make application to Crime Victims' Compensation.

Appendix H: Sample Program Budgets

SAMPLE PROGRAM BUDGET NO. 1

ACTUAL 1981 EXPENDITURES FOR THE
TWIN CITIES' CRIME VICTIM CENTERS

	<u>Minneapolis</u>	<u>St. Paul</u>
Project Directors	\$ 2,150	\$ 2,014
Staff & Secretary	24,753	17,545
Payroll Taxes	41,364	49,054
Employee Benefits	5,896	6,298
Accounting	1,049	1,234
Royalty Fees	623	362
Maintenance Contracts	1,974	1,284
Telephone	191	148
Postage & Shipment	8,507	7,706
Rent	807	669
Utilities	4,938	3,502
Building Expense	808	166
Advertising	323	46
Printing	432	320
Travel & Lodging	1,390	1,413
Conferences	3,253	3,362
Library	225	337
Dues	109	111
Depreciation	151	114
Insurance	557	652
Cost Materials	1,705	1,781
Interest	112	344
Bad Debt	110	19
Miscellaneous	<u>4</u>	<u> </u>
Subtotal	\$101,251	\$ 98,481
Support Services	<u>13,461</u>	<u>13,461</u>
Total Expenses	\$114,712	\$111,942

SAMPLE PROGRAM BUDGET NO. 2



7900 CARONDELET AVENUE • 4th floor • ST. LOUIS, MISSOURI 63105 • (314) 889-3075

VICTIM SERVICE COUNCIL

BUDGET REQUEST FY 86

<u>Line Item</u>	<u>Proposed Budget</u>
Gross Salaries	\$90,089.00
Social Security	6,306.00
Workman's Compensation	120.00
Unemployment Compensation	1,000.00
Hospitalization	5,814.00
Property and Liability	225.00
Umbrella	35.00
Professional Liability	250.00
Postage	600.00
Telephone	2,000.00
Other Materials and Supplies	2,750.00
Office Equipment	675.00
Memberships Dues/Subscriptions	480.00
Out-of-Town-Travel/Conferences	1,835.00
Local Travel/Staff Training	500.00
Auto Allowance	1,380.00
TOTAL	\$114,059.00

A private not-for-profit agency funded by: St. Louis County Administered by: National Council of Jewish Women, St. Louis Section

SAMPLE PROGRAM BUDGET NO. 3



National Council of Jewish Women,
St. Louis Section Judy Putzel, President
8420 Delmar Boulevard • Suite 203 • St. Louis, Missouri 63124 • 314-993-5181

VICTIM SERVICE COUNCIL
BUDGET REQUEST
CALENDAR YEAR 1985

Personal Services	95,772.00
Contractual Services.	5,435.00
Materials & Supplies.	2,975.00
Other Charges	1,280.00
TOTAL COSTS	105,462.00

BUDGET CATEGORY: Personal Services

<u>Item</u>	<u>Basis for Cost Estimate</u>		<u>Item Cost:</u>
Gross Salaries			83,180.00
Executive Director		25,750.00	
Victim Services Coordinator		21,000.00	} 20,000 1/1/85 } 22,200 6/15/85
Caseworker		15,900.00	
Assistant Services Coordinator		7,350.00	
Office Manager		13,080.00	
Social Security		5,823.00	
Unemployment Compensation	per estimated rate	950.00	
Workmen's Compensation	per estimated rate	120.00	
Hospitalization		5,191.00	
Property & liability		225.00	
Umbrella		35.00	
Professional Liability		248.00	
	TOTAL COSTS		95,772.00

BUDGET CATEGORY: Contractual Services

<u>Item</u>	<u>Basis for Cost Estimate</u>	<u>Item Costs</u>
Postage	\$58.33 per month x 12 months	700.00
Telephone	9 lines, 8 extensions \$200 per month x 12 months	2,400.00
Out of town travel		1,835.00
<u>NOVA Conference</u>		
Airfare	\$350.00	
Registration	\$ 75.00	
Room & Board (60 x 4)	\$240.00	
<u>NCASA Conference</u>		
Airfare (350 x 2)	\$700.00	
Registration (60 x 2)	120.00	
Room & Board (175 x 2)	\$350.00	
Local Travel	Staff training in crisis intervention, victim services, local conferences	500.00
TOTAL COSTS		5,435.00

BUDGET CATEGORY: Materials & Supplies

<u>Item</u>	<u>Basis for Cost Estimate</u>	<u>Item Costs</u>
Office Supplies	Stationary, training materials and manuals, brochures, forms, duplicating services, office supplies, etc. approximately \$163.00/month x 12 months	1,960.00
Office Equipment		230.00
Supplies for volunteers/staff	training luncheons coffee other training	285.00
Programming for National Victim Rights week		100.00
Brochure development and printing		400.00
	TOTAL COSTS	2,975.00

BUDGET CATEGORY: Other Charges

<u>Item</u>	<u>Basis for Cost Estimate</u>	<u>Item Cost:</u>
Memberships/ Subscriptions	Resource information on victim or volunteer issues, agency membership fees in professional organizations approximately \$40.00/month x 12 months	480.00
Auto Allowance	1,025 miles @ 19.5¢/mile approximately 20 miles/week parking \$120/year x 5	800.00
	TOTAL COSTS	1,280.00

Appendix I: Sample Record-Keeping Forms

PORTLAND VICTIM ASSISTANCE PROGRAM SAMPLE INTAKE FORM

INTAKE FORM VICTIMS ASSISTANCE UNIT

Date _____ Complaint _____

Name _____ Location of Complaint _____

Victim _____ Witness _____ Date of Complaint _____

Address _____ Time of Complaint _____

Phone No. _____

Sex: _____ male _____ female Date of Birth _____

Marital Status _____ Married _____ Divorced _____ Widowed

_____ Separated _____ Single

Income _____ Source _____ Insurance _____

With Whom _____

Police Case No. _____ DA No. _____

Name of Person Arrested _____ Charge _____

How did victim reach this office:

_____ walk in _____ referral (by whom) _____

_____ phone _____ other (explain) _____

If case was indicted, who is Deputy assigned? _____ Unit _____

Reason for Contact:

_____ restitution (explain) _____

_____ information (explain) _____

_____ consolation (explain) _____

ALAMEDA COUNTY VICTIM WITNESS ASSISTANCE PROGRAM COVER SHEET CHECKLIST

CALIFORNIA VICTIMS OF VIOLENT CRIME CLAIM
COVER SHEET

Applicant _____ Victim _____

Name of Program District Attorney's Victim/Witness County Alameda
Assistance

Claim For: Medical Expenses Funeral Expenses Loss of Income

General Information

- ___ 1. Comments Sheet
- ___ 2. Initial Application
- ___ 3. Questionnaire
- ___ 4. Signed Release Form
- ___ 5. Proof of Residency
- ___ 6. Bank Account Verification Form
- ___ 7. Emergency Financial Assistance Amount \$ _____

Criminal Justice Information

- ___ 8. Police Department _____
Crime Report # _____
Detective _____
Phone # () _____
- ___ 9. Criminal Disposition _____
Defendant _____
Court _____
Case # _____

Deputy District Attorney Harold Boscovich
Phone # (415) 874-6565
- ___ 10. Civil Suit Filed Attorney _____
Phone # () _____
- ___ 11. Restitution Amount Ordered \$ _____

Probation Officer _____
Address _____
Phone # () _____

Medical Documentation

- ___ 12. Ambulance Bill
- ___ 13. Hospital Bill(s) and Medical Verification Form
- ___ 14. Medical Bill(s) and Medical Verification Form
- ___ 15. Medical Reports or Records
- ___ 16. Medical Insurance Reimbursement
- ___ Private: Company _____
Policy # _____
Agent _____
Phone # () _____
- ___ Automobile: Company _____
Policy # _____
Agent _____
Phone # () _____
- ___ Medi-Cal or Medicare # _____
Caseworker _____
Phone # () _____

Funeral Documentation

- ___ 17. Death Certificate
- ___ 18. Funeral/Burial Verification Form
 - a. ___ Mortuary Bill
 - b. ___ Cemetery Bill
 - c. ___ Monument Company Bill (Headstone)
- ___ 19. Social Security Death Benefits
- ___ 20. Veteran's Death Benefit
- ___ 21. Insurance Reimbursement:
 - ___ Private: Company _____
Agent _____
Policy # _____
Phone # () _____
 - ___ Automobile: Company _____
Agent _____
Policy # _____
Phone # () _____
- ___ 22. Inheritance Executor _____
Phone # () _____

Wage Loss Documentation

- ___ 23. Income Tax Forms
- ___ 24. Self Employed Profit-Loss Statement
- ___ 25. Intent to Emoloy Letter
- ___ 26. Employer Verification Form
- ___ 27. Doctor's Statement of Disability Period
- ___ 28. State Disability
- ___ 29. Workmans Compensation
- ___ 30. Insurance Reimbursement
 - ___ Private: Company _____
Agent _____
Policy # _____
Phone # () _____
 - ___ Automobile: Company _____
Agent _____
Policy # _____
Phone # () _____
- ___ 31. Computation of Lost Wages

Consultant: _____

ALAMEDA COUNTY—INTAKE FORM

Date of Crime _____

VVC # _____

Date of First Contact _____

Medi-Cal # _____

By Phone _____ By Letter _____ rsvp _____

Victim's Name _____ DOB _____

Address _____

Phone No. Home _____

Work _____

Relatives _____

Phone No. Home _____

Work _____

Police Dept. # _____

DOB _____ PFN _____

PC# _____

Warrant Issued _____ Arrested _____ Defendant _____

JUV. CT. # _____ Priors _____

Pre-Trial Date _____ Co-Defendant(s) _____

Trial Date _____ Dept. # _____ Priors _____

DDA _____ Contacted _____ Police Contact _____

Defense Atty. _____ Counseling _____

DISPOSITION

Therapy Referrals _____

Medical _____

Social Service _____

Financial Aid _____

State Comp. _____

Employer _____

School _____

Restitution _____

Other: _____

Comments



ALAMEDA COUNTY—PROPERTY RETURN FORM

VW 001 (2/78)

NAME _____ DEFENDANT'S NAME _____

In order that an accurate accounting of your loss may be presented to the Court, please complete this form and mail it to the address listed below. If you have any questions or need help in completing this form, please contact the Alameda County District Attorney's Victim/Witness Assistance Bureau at 874-7618.

Please be as specific as possible as to the items you lost or damages you suffered. If the item is of a type which has a sentimental value, please describe fully. Where possible, enclose bills, receipts or estimates to assist the Court. Use the reverse side to list additional information.

PROPERTY LOSS

	PURCHASE PRICE	PURCHASE DATE	REPLACEMENT COST
1.			
2.			
3.			
4.			
5.			

DAMAGES (Broken window, towing costs, etc.)

ITEM (Description)	COST
1.	
2.	
3.	

Please complete this section if you were covered by insurance for your loss:

WHAT ITEMS ARE COVERED BY YOUR INSURANCE COMPANY?

WHAT IS THE AMOUNT OF YOUR DEDUCTIBLE? _____

INSURANCE COMPANY/AGENT? _____

I declare that the foregoing is true and correct:

SIGNATURE OF VICTIM

MAIL TO:

Alameda County District Attorney
Victim/Witness Assistance Bureau
1225 Fallon Street
Oakland, California 94612

ALAMEDA COUNTY—RESTITUTION FORM

Case# _____
Defendant _____

Victim's Name _____
Age _____
Address _____

Phone _____
Adult Contact _____

Victim/Witness attempts to contact every victim of a sexual assault and child molestation and provide assistance throughout the court process.

The following contact and information may be useful to you in the preparation of this case.

1. I have made the following contacts with the victim:

- Spoke with the victim on the phone
- Made numerous phone or personal contacts
- With the victim at pre-PX conference
- With the victim at PX
- No contact

2. The victim has voiced the following concerns:

- Does not want to be contacted at school or work
- Does not want parents/relatives/children to know
- Does not want parents/relatives/children in court
- Transportation problems
- Victim has been harrassed and threatened
- Wants to talk to DDA before plea bargaining

3. Special notes:

Please contact Victim/Witness before contacting victim.

Sexual Assault Consultant
874-7619

ST. LOUIS MISSOURI VICTIM SERVICE COUNCIL VICTIM PROFILE

1. VICTIM SERVICE COUNCIL NUMBER _____

2. LAST NAME _____

3. VICTIM TYPE _____

4. POLICE DEPARTMENT _____

5. COMPLAINT # _____

6. DATE OF INCIDENT _____ / _____ / _____
m m d d y y

7. POLICE CLASSIFICATION _____

8. REPORTING OFFICER _____

9. DATE REFERRED _____ / _____ / _____
m m d d y y

10. REFERRED BY _____

11. BACKGROUND INFORMATION _____

12. WARRANT ? YES OR NO

13. WARRANT INFORMATION _____

14. NAME _____ PHONE(H) _____
first last
 ADDRESS _____ PHONE(B) _____
 CITY _____ MARITAL STATUS _____
 ZIP _____ OCCUPATION _____

15. VICTIM RACE _____

16. VICTIM SEX _____

17. VICTIM AGE _____

18. RELATIONSHIP _____

19. MAIL CONTACTS (1) _____ (2) _____ (3) _____

VSC1- 02-86
 For office use only - key boxed data only

ST. LOUIS COUNTY
RE-CONTACT REQUEST

RE-CONTACT REQUEST

Case Name

TO _____

REQUESTED BY _____

DATE AND TIME FOR RE-CONTACT _____

RE-CONTACT ACTION _____

TWIN CITIES, MINNESOTA CRIME VICTIM CENTERS CONFIDENTIAL CLIENT INFORMATION

Name _____ Home Phone _____
 Last First Middle I.
 Home Address _____ Work Phone _____
 Number Street Apt. No.
 City State Zip
 Age _____
 Principal Case Worker _____

<p>A NARRATIVE</p> <p>Case No. (1-8) <u>4201</u> Date Opened (6-11) Mo. Day Yr. _____ Date Closed (12-17) Mo. Day Yr. _____ Date Evaluation Sent (18-23) Mo. Day Yr. _____ Principal Case Worker (24-26) (see instructions) Other Workers Involved (27-32) (includes volunteers and interns, see instructions) List any other workers involved. ⇨ _____ Center: (33) 1. Mpls. 3. Mower Co. 2. St. Paul 4. Freeborn Co.</p>	<p>D VICTIM DESCRIPTION</p> <p>Victim is: (52) 1. Male 4. Roommate 2. Female 5. Family 3. Married Couple 8. Other (explain ⇨) _____ Special Population Group? (53) 0. No 1. Visually Impaired 2. Hearing Impaired 3. Other Physical Disability 4. Mental Disability 5. Emotionally Disturbed 6. Non English Speaking 8. Other (explain ⇨) _____ 9. Unknown Age of Victim: (54) 1. Under 13 Yrs. 5. 45-64 Yrs. 2. 13-19 Yrs. 6. 65+ Yrs. 3. 20-29 Yrs. 9. Unknown 4. 30-44 Yrs. Race of Victim: (55) 1. White 5. Asian 2. Black 8. Other (explain ⇨) _____ 3. Native Amer. 9. Unknown 4. Mex. Amer., Latino Employment Status: (56) 1. Employed 4. Unemployed 2. Student 8. Other (explain ⇨) _____ 3. Retired 9. Unknown Previous CVC Client? (57) 1. Yes (previous case no. ⇨) _____ 2. No 9. Unknown Police Precinct/Team Area of Victim's Home Address (58-59) (see instructions)</p>
<p>B CRIME INFORMATION</p> <p>Date Crime Occurred (34-39) Mo. Day Yr. _____ Give approximate time of crime, address or description of location, and type of location. ⇨ _____ Reported to the Police? (40) 1. Yes 0. Not applicable 2. No 9. Unknown If crime was reported, give CN, name of reporting officer, and precinct/team area. ⇨ _____ Type of Crime: (41) 0. Not a Crime (explain ⇨) _____ 1. Sexual Assault 2. Battered Spouse 3. Child Abuse 4. Other Assault 5. Burglary/Break-in 6. Vandalism 7. Purse Snatch 8. Other Robbery 9. Other (explain ⇨) _____ Weapon Involved? (42) 0. Not applicable 3. Strongarm 1. Firearm 8. Other (explain ⇨) _____ 2. Knife 9. Unknown Injury to Victim? (43) 1. Yes (explain ⇨) 0. Not applicable 2. No 9. Unknown Loss or Damage to Property? (44) 1. Yes (explain ⇨) 0. Not applicable 2. No 9. Unknown Previous Relationship with Offender? (45) 1. Yes (explain ⇨) 0. Not applicable 2. No 9. Unknown Able to Identify Offender? (46) 1. Yes (explain ⇨) 0. Not applicable 2. No 9. Unknown Alcohol or Drug Use Involved? (47) 1. Yes (explain ⇨) 9. Unknown 2. No</p>	<p>E SUMMARY OF SERVICES</p> <p>Major Types of Services Provided: (60-62) (maximum of three) 0. No Services Provided 1. Crisis Intervention 2. Building Repair/Other Emergency 3. Counseling 4. Reparations 5. Referral 6. Crime Prevention 7. Other Information 8. Court Assistance 9. Other (explain ⇨) _____ Describe in detail services provided. ⇨ _____ Referrals Made (63-68) (maximum of two, see instructions) List organizations to whom referrals were made. ⇨ _____ Total Contacts with Victim: (69) 0. Unable/Unnecessary to Contact Victim 1. 8. Actual Number of Contacts 9. More Than Eight Contacts Total Time Spent with Victim (70-72) Hrs. Qtr. Hrs. Total Collateral Contacts: (73) 0. None 1. 8. Actual Number of Contacts 9. More than Eight Contacts Total Time on Collateral Activity (74-76) Hrs. Qtr. Hrs. Summarize each contact with victim and each collateral contact. ⇨ _____ Reason to End Services: (77) 0. No Services Needed 1. No Further Services Needed 2. Cannot Provide Needed Services 3. Victim Declined Services 4. Unable to Contact Victim 8. Other (explain ⇨) _____</p>
<p>C INTAKE (exclude outreach cases, see instructions)</p> <p>NARRATIVE</p> <p>How Was Initial Contact Made? (48) 1. Phone 3. Mail 2. Walk-in 8. Other (explain ⇨) _____ Time of Initial Contact to Nearest Hour (49-50) (enter 00 for mail contacts, use military time for all other) Who Initiated Contact? (51) 1. Victim 5. Medical 2. Friend/Relative 6. Other Serv. 3. Police Agency 4. City/Co. Atty. 8. Other If other than victim, give name and organization. ⇨ _____</p>	

**TWIN CITIES
INTAKE FORM**

VICTIM INITIATED _____ DATE _____ WORKER _____
AGENCY CONSULTATION _____
POLICE REFERRAL _____ TIME _____

NAME _____ AGE _____

ADDRESS _____

PHONE _____ ZIP _____

TYPE OF CRIME: _____

DATE AND TIME OF CRIME _____

Have you been a client before? _____ Date _____
(or talked with someone here before?) Worker _____

Is this call in relation to the same incident, if you have called before, or
has another crime occurred?

COMMENTS:

*Form used when staff are on call. Information is transcribed and elaborated upon on the confidential client information form.

Appendix J: Crime Victim Assistance Grant Guidelines

I. General Provisions

Eligible Applicants: All States, (including the District of Columbia, the Commonwealth of Puerto Rico, and all territories and possessions), are eligible to apply for and receive grants. Section 1404(d)(1).

State Office: The chief executive of each participating State shall designate or establish a State office for the purpose of preparing an application for funds and administering the funds received including fund accounting and disbursement, monitoring, reporting, and audit.

II. Allocation of Funds

Fund Availability: Section 1404(a)(1) of the Victims of Crime Act provides that crime victim assistance grants shall be made from the portion of the Fund not used for crime victim compensation grants or reserved by the Attorney General to provide services to victims of Federal crimes. Funds are available for expenditure in the fiscal year of award and in the next succeeding fiscal year.

Allocation to States: Each State, the District of Columbia and Puerto Rico, shall receive a base amount of \$100,000. Each State, the District of Columbia, Puerto, and all territories and possessions shall receive a portion of the available remaining monies based on its share of total population using the most recent data of the U.S. Bureau of the Census.

Allocation of Funds within the States: Funds granted to the States are further subgranted by the State to eligible crime victim services programs. The State has sole discretion as to which programs providing services to victims receive funds, so long as the eligibility requirements set out in the Act and enumerated in this guideline are met.

III. Program Requirements

(a) Under the Act, the chief executive of the State must certify that the State will give priority to eligible crime victim assistance programs providing assistance to victims of sexual assault, spousal abuse, or child abuse. Section 1404(a)(2)(A). To meet this requirement, the State must adopt one of the following practices with respect to the subgranting of crime victim assistance funds and must inform the Office of

Justice Programs (OJP) in its application of the practice adopted. Regardless of the option selected, the State must include in its semi-annual performance report to OJP a statement describing how the State has assured that priority has been given to programs that serve victims of sexual assault, spousal abuse or child abuse. The three options are:

(1) Allocate at least ten percent of the total crime victim assistance funds granted to the State to each of the three priority categories, unless the State convincingly demonstrates that (A) a particular category is receiving significant amounts of financial assistance from the State or other fund sources and (B) a smaller amount of financial assistance or no assistance for that category is needed from the crime victim assistance grant funds. A program should be included in a priority category only if a principal mission of the program is to serve that particular category of priority victims.

(2) Develop criteria for allocating funds that assure that programs serving each priority category of victims receive a share of crime victim assistance funds commensurate with: the special needs of the crime victims in question; the level, quality, and availability of existing services to them; and the overall distribution of victim services funding from all sources within the State. In addition, describe in the semi-annual performance report to OJP the amount of funds awarded to priority programs; changes in the level, quality or availability of services; and any continuing unmet needs.

(3) Require every program receiving crime victim assistance funds to include, as a principal mission or component of its program, services to at least one category of priority victims unless and to the extent the State determines that other programs are providing adequate services of a similar nature to priority victims in the community in question.

(b) The chief executive of the State must certify that crime victim assistance grant funds will not be used to supplant State and local funds that would otherwise be available for crime victim assistance services. Section 1404(a)(2)(B). Grant funds are intended to enhance or expand services, not substitute for other sources of support.

(c) States must use crime victim

assistance grant funds to support programs that provide services to crime victims. An eligible crime victim assistance program must meet the following requirements.

(1) Be operated by a public agency or non-profit organization, or a combination thereof, that provides services to crime victims.

(2) If it is an existing program, have a record of providing effective services to victims of crime and financial support from other sources. In determining whether or not a program has a "record of providing effective services," the State shall consider how long the program has been in operation, and whether or not an analysis of its activities shows that it achieves its intended results in a cost-effective manner. An existing program shall be considered to have "financial support from other sources" if at least one-fourth of its support (including in-kind contributions) is from sources other than the State's crime victim assistance grant. Section 1404(b)(1)(B)(i).

(3) If it is a new program that has not yet demonstrated a record of effective services as required under (2) above, it may be eligible for funding if it demonstrates substantial financial support from other sources. "Substantial financial support" means that at least fifty percent (50%) of its budget is in the form of cash from sources other than the Federal crime victim assistance grant. Section 1404(b)(1)(B)(ii).

(4) Utilize volunteers unless and to the extent the State chief executive determines compelling reasons exist to waive this requirement. A "compelling reason" may include statutory or contractual provisions that bar the use of volunteers for certain positions or a lack of persons volunteering after a sustained and aggressive recruitment effort has been conducted.

(5) Promote within the community served coordinated public and private efforts to aid crime victims. Section 1404(b)(1)(D). Because of the various kinds of services needed by victims of crime, services are usually provided by a variety of agencies. Therefore, it is essential that these services be coordinated to insure continuity of support to the victim. In determining whether or not a program meets this requirement, the State shall consider the extent to which the program

* Federal Register, Volume 50, No. 205, Wednesday, October 23, 1985. Notices.

demonstrates that it will coordinate its activities with other service providers in the community so that the best interests of the crime victim are served and interagency communication enhanced.

(3) Assist victims in seeking available crime victim compensation benefits. Section 1404(b)(1)(E). Such assistance may be achieved by identifying and notifying potential recipients of the compensation program and assisting them with application forms and procedures. An eligible program must demonstrate that it will coordinate its activities with the State compensation program, where one exists.

(d) Crime victim assistance funds shall be used only to provide services to victims of crime. Section 1404(b)(2). "Services to victims of crime" means those activities that directly benefit individual crime victims, including the required coordination of such activities, i.e., coordination of volunteers and/or coordination of public and private efforts to aid crime victims. Activities unrelated or only tangentially related to the provision of direct services to victims are not eligible for support.

Examples of ineligible activities include:

(1) Crime prevention programs (other than those prevention efforts specifically included in providing emergency assistance after a victimization incident).

(2) Advocacy for particular legislation or administrative reform. Programs that are focused primarily on lobbying or raising public awareness concerning a particular issue or cause do not as qualify as "direct services to crime victims."

(3) General criminal justice agency improvements or programs where crime victims are not sole or primary beneficiaries.

(4) Witness management or notification programs. Victim/witness assistance programs which provide both victim services and witness notification services can receive funding support only for that portion of the program that provides direct services to crime victims.

"Services to victims of crime" includes, but is not limited to, the following:

(1) Crisis intervention services that meet urgent emotional or physical needs of crime victims. Crisis intervention services may include the operation of a 24-hour hotline that provides counseling or referral for crime victims.

(2) Emergency services that provide temporary shelter for crime victims who

cannot safely remain in their current lodgings; offer measures such as repair of locks or boarding up of windows to prevent the immediate reburglarization of a home or an apartment; or provide crime victims petty cash for meeting immediate needs related to transportation, food, shelter, and other necessities.

(3) Support services that include follow-up counseling (for other than crisis reactions), reassurance and empathetic listening, and guidance for resolving practical problems created by the victimization experience; acting on the crime victim's behalf vis a vis other social services and criminal justice agencies; assistance in obtaining the swift return of property being kept by police as evidence; intervention, as appropriate, with landlords or employers; and referral to other sources of assistance, as needed.

(4) Court-related services that assist crime victims in participating in criminal justice proceedings including transportation to court, child care, and escort services.

(5) Payment of all reasonable costs for a forensic medical examination of a crime victim, to the extent that such costs are not otherwise reimbursed or paid by third parties. Funds may only be used to pay for those forensic medical examinations that conform to standards adopted by the State or meet the evidentiary requirements of the local prosecutor.

(6) Training for those persons (salaries or volunteer staff) who provide direct services to crime victims, which may include personnel employed by criminal justice, social services, mental health or related agencies. Funds may only be used for training programs that improve the skills of service provisions in meeting the needs of crime victims. Management training and training aimed at persons who do not provide direct services are not eligible for support.

Included as allowable costs are the necessary and reasonable travel expenses relating to staff participation in eligible training programs. Such costs are, however, permitted only for travel within the State or a comparable geographic region. Training services supported with crime victim assistance grant funds must be sponsored by a program that is an eligible recipient of these funds and that meets the requirements stated in Section III(c) of the guidelines.

(7) Printing and distribution of brochures and similar announcements describing the direct services available

and how to obtain a program's assistance, and similar public notification efforts intended to recruit volunteers.

(e) As stated in section (d) above, crime victim assistance funds shall be used only to provide services to victims of crime. Section 1404(b)(2). A State may not use assistance funds to pay for costs it incurs in applying for, administering or auditing grant funds. The State must establish procedures to assure that funds subgranted to an eligible crime victim assistance program are expended only for providing services to victims of crime. These procedures shall require a program to demonstrate to the State that the assistance funds it requests are directly related to the delivery of services to crime victims. Any costs not directly related to service delivery for victims must not be charged to the subgrant. Programs that serve both victims and non-victims must reasonably prorate their costs to assure that crime victim funds are used only for victims services.

IV. Application Requirements

(a) Applications from the State for crime victim assistance grants must be submitted on Standard Form 424, Application for Federal Assistance, no later than November 29, 1985. The Office of Justice Programs will provide an "Application Kit" to the States that includes SF 424, a list of assurances, a table of fund allocations, and additional guidance on how to prepare and submit an application for crime victim assistance grants. Applications should be submitted to the following address: Control Desk, Office of the Comptroller; Office for Victims of Crime, OJP, 633 Indiana Avenue, NW., Washington, DC 20531.

(b) Applications from the State need not specify the subgrants the State intends to make with the Federal crime victim assistance funds it receives. However, the application must contain the following certifications and assurances:

(1) A certification that the State shall give priority to programs aiding victims of sexual assault, spousal abuse, or child abuse and a statement of the practice the State will adopt in allocating funds to assure that this requirement is met;

(2) A certification that funds will be awarded only to eligible crime victim assistance programs and will not be used to supplant State and local funds that would otherwise be available for crime victim assistance;

(3) An assurance that the State will provide for accounting, auditing, and monitoring procedures, and keep such records as prescribed in these guidelines so as to assure fiscal control, proper management, and efficient disbursement of Federal funds;

(4) An assurance that the State will comply with all applicable non-discrimination requirements and that in the event a Federal or State court or Federal or State administrative agency makes a finding of discrimination after a due process hearing on the grounds of race, color, religion, national origin, sex or handicap against the State, it will forward a copy of the finding to the Office of Justice Programs, Office of Civil Rights Compliance (OCRC);

(5) An assurance that the State will

comply with all Federal laws and regulations applicable to Federal assistance programs and with the provisions of 28 CFR applicable to grants and cooperative agreements including Part 11, Applicability of Office of Management and Budget Circulars; and

(6) An assurance that the State will comply, and its subgrantees will comply, with the applicable provisions of the Victims of Crime Act, the guidelines for crime victim assistance grants, and the requirements of the "Financial and Administrative Guide for Grants," Guideline Manual M7100.1, Office of Justice Programs. (c) Applications from the State must include the name of a civil rights contact person who has lead responsibility in insuring that all applicable civil rights requirements are

met and who shall act as liaison in civil rights matters with the Office of Civil Rights Compliance.

(d) Applications from the State must include the date of the last audit of the State agency and the anticipated date of the next audit.

(e) The State is required to notify the Office of Justice Programs immediately upon the award of a subgrant and provide the following information: the name of the subgrantee and the address; the title of the program; the amount of Federal crime victim assistance funds awarded; the amount of financial support from other sources; the subgrant period; classification of the program by service category; and a summary description of the subgrant objectives and services.

Appendix K: Victim Services Needs Assessment

BUCKS COUNTY, PENNSYLVANIA

SEXUAL ASSAULT

SECTION I. Existing Resources and Workload

Please indicate the total number of paid staff/volunteers and budget devoted to services for sexual assault victims in the county. If only one sexual assault agency exists, list the staff and budget for that agency. For multiple service agencies, consider only that component which is dedicated to sexual assault victims. If more than one sexual assault program exists, list the data for each program using separate sheets as necessary.

Agency: NETWORK OF VICTIM ASSISTANCE

Providing services to sexual assault victims since 19 74

A. - Staff

Full-Time Staff	<u>5</u>
Part-Time Staff	<u>7</u>
Active Volunteers	<u>47</u>

- Budget Annual Budget for three most recent calendar or fiscal years:

Year	(Proposed Budget) 85-86	<u>84-85</u>	<u>83-84</u>
Public	\$110,724.00	\$ 89,058.00	\$77,291.00
Private	\$ 45,573.00	\$67,668.00	\$52,898.00
Total	\$156,297.00	\$156,726.00	\$130,189.00

B. - Workload Please provide the total annual number of clients served by the agency(s) listed in A for the last three years.

Year	<u>85-86</u>	<u>84-85</u>	<u>83-84</u>
Clients	<u>900 & 603 s/o</u>	<u>755 & 653 s/o</u>	<u>488 & 217 s/o</u>

NOTE: Please be prepared to define "client" for the policy board.

SECTION II. Existing Services

Please indicate whether the services listed below are provided for sexual assault victims and, if provided, whether the level of service, as opposed to the quality of service provision, is satisfactory.

	Service Provided		If "Yes",	
	<u>Yes</u>	<u>No</u>	<u>Satisfactory</u>	<u>Unsatisfactory</u>
A. Crisis Intervention/Emergency Services				
- 24-hour hotline	<u>X</u>	<u> </u>	<u> </u>	<u>X</u>
- 24-hour in-person response to provide emergency services	<u>X</u>	<u> </u>	<u> </u>	<u>X</u>
- options counseling (legal/medical alternatives)	<u>X</u>	<u> </u>	<u> </u>	<u>X</u>
- short-term counseling, information and referral	<u>X</u>	<u> </u>	<u> </u>	<u>X</u>
- accompaniment to medical/police facilities	<u>X</u>	<u> </u>	<u> </u>	<u>X</u>
- temporary shelter	<u> </u>	<u>X</u>	<u> </u>	<u>X</u>
- food/clothing	<u> </u>	<u>X</u>	<u> </u>	<u>X</u>
- child care	<u> </u>	<u>X</u>	<u> </u>	<u>X</u>
- transportation	<u> </u>	<u>X</u>	<u> </u>	<u>X</u>
- cash for emergency necessities	<u>X</u>	<u> </u>	<u> </u>	<u> </u>
- secure dwelling against re-victimization	<u> </u>	<u> </u>	<u> </u>	<u> </u>
- other (specify)	<u> </u>	<u> </u>	<u> </u>	<u> </u>
<u> </u>	<u> </u>	<u> </u>	<u> </u>	<u> </u>
<u> </u>	<u> </u>	<u> </u>	<u> </u>	<u> </u>
<u> </u>	<u> </u>	<u> </u>	<u> </u>	<u> </u>
B. Support and Advocacy				
- follow-up counseling and referral	<u>X</u>	<u> </u>	<u> </u>	<u>X</u>
- victim advocacy in interactions with criminal justice/social service agencies	<u>X</u>	<u> </u>	<u> </u>	<u>X</u>
- assistance with victim compensation claims	<u>X</u>	<u> </u>	<u> </u>	<u> </u>
- employer intervention	<u>X</u>	<u> </u>	<u> </u>	<u>X</u>
- creditor intervention	<u>X</u>	<u> </u>	<u> </u>	<u>X</u>
- other (specify)	<u> </u>	<u> </u>	<u> </u>	<u> </u>
<u> </u>	<u> </u>	<u> </u>	<u> </u>	<u> </u>
<u> </u>	<u> </u>	<u> </u>	<u> </u>	<u> </u>
<u> </u>	<u> </u>	<u> </u>	<u> </u>	<u> </u>

	Service Provided		If "Yes",	
	<u>Yes</u>	<u>No</u>	<u>Satisfactory</u>	<u>Unsatisfactory</u>
C. Court-Related Services				
- accompaniment to court proceedings	<u>X</u>	<u> </u>	<u> </u>	<u>X</u>
- transportation	<u> </u>	<u>X</u>	<u> </u>	<u> </u>
- child care	<u> </u>	<u>X</u>	<u> </u>	<u>X</u>
- other (specify)	<u> </u>	<u> </u>	<u> </u>	<u> </u>
_____	<u> </u>	<u> </u>	<u> </u>	<u> </u>
_____	<u> </u>	<u> </u>	<u> </u>	<u> </u>
_____	<u> </u>	<u> </u>	<u> </u>	<u> </u>
D. Compensation for Forensic Medical Examinations				
- compensation for reasonable unreimbursed costs of forensic medical examinations necessitated as the result of a crime	<u> </u>	<u>X</u>	<u> </u>	<u>X</u>
E. Publicizing Availability of Services				
- through law enforcement, district justices, the prosecution and the court	<u>X</u>	<u> </u>	<u> </u>	<u>X</u>
- through public service announcements and the media	<u>X</u>	<u> </u>	<u> </u>	<u>X</u>
- through written materials, e.g., cards, brochures, etc.	<u>X</u>	<u> </u>	<u> </u>	<u>X</u>
F. Volunteer Recruitment and Victim Services Training				
- volunteers providing victim services	<u>X</u>	<u> </u>	<u> </u>	<u>X</u>
- training provided to sexual assault staff	<u>X</u>	<u> </u>	<u> </u>	<u>X</u>
- training provided to sexual assault volunteers	<u>X</u>	<u> </u>	<u> </u>	<u>X</u>
- training provided to other relevant service providers (criminal justice/social service/mental health)	<u>X</u>	<u> </u>	<u> </u>	<u>X</u>

NOTE: If financial assistance for training will be requested, please refer to the attached VOCA GUIDELINES—SECTION III. Program Requirements, subsection (d)(6), pp. 43016-43017.

Appendix L: VOCA Project Proposal

BUCKS COUNTY, PENNSYLVANIA

Agency: NETWORK OF VICTIM ASSISTANCE Project
OF BUCKS COUNTY Title: _____

Project
Director: Maureen E. Nolan Telephone #: (215) 348-5664
Executive Director

Title: _____

Problem Statement: For the problem to be addressed in the proposal, indicate with supporting data the existing conditions, demand for services and constraints which prohibit adequate service delivery.

The Network of Victim Assistance in Bucks County (formerly Women Organized Against Rape) has been providing support services to sexual assault victims since 1974 and victims of 'other' violent crime since 1982. NOVA 'staffers' cover the entire 675 square mile area which encompasses 7 area hospitals, 49 police departments, and 17 district justice offices. NOVA operates 4 hotline numbers (2 sexual assault lines, one for Lower Bucks, one for Central and Upper Bucks residents and 2 'other' crime lines, one for Lower Bucks and one for Central and Upper Bucks residents) to meet the needs of victims. NOVA could not offer comprehensive services, 24 hours a day, free of charge, without the dedicated efforts of our 47 agency volunteers. All NOVA volunteers and staff must complete the 40 hour (minimum) Sexual Assault Counselor training before they can interact with crime victims and their families. NOVA volunteers are on-call 24 hours a day, to answer hotline calls and escort victims to area hospitals and police departments offering supportive counseling and information and referral resources.

The problem to be addressed--mainly, insufficient "staffers" (volunteer and paid) to meet the demand for services is complicated by:

1 - more and more women leaving or curtailing volunteer activities and seeking paid positions to supplement family incomes.

2 - the fact that we had a 55% increase in new sexual assault victims requesting services in 84-85 (this is not counting their family members, significant others) with state money increasing only 3% in this same year and 9% for 85-86.

3 - Victims of 'other' violent crimes increased 100% from 83-84 to 84-85 and the trend is continuing in 85-86. NOVA has been operating in the red for two years to keep this program in operation. After the foundation money ran out in December 1983, it was only with the help of county government, private donations, Act #96, and exhausting our reserve funds that we have been able to continue this program.

Problem Statement (cont'd.)

4 - Victims of 'other' violent crime now comprise one-third of our cases (two-thirds are sexual assault).

5 - Over 60% of our cases are child victims. This is an important statistic as family members of child victims require as much or more supportive services as do the victims themselves.

6 - The Executive Director of NOVA has the responsibility of hiring, supervising and evaluating the performance of all agency staff in addition to overseeing all agency operations/ administrative activities: programming, planning, fundraising, systems advocacy, public relations, reporting to name a few. The NOVA Executive Director supervises nine full time and four part time staff in addition to indirectly supervising another four part time staff and forty-seven volunteers. The burden of dealing with the routine crises of supervising a staff this size on top of the numerous administrative responsibilities of the position has resulted in an average work week of sixty hours. The rate of burnout for Executive Directors is exemplified by noting the average turnover in this position is two years.

In sum, the Network of Victim Assistance in Bucks County offers all the most crucial support services to crime victims and their families (with the exception of transportation and child care). All services, however, are considered unsatisfactory in our Needs Assessment for sexual assault victims and 'other' crime victims due to insufficient funds and staff (volunteers and paid):

- A. Crisis Intervention/Emergency Room Services require more staff and volunteers to provide such services; better coordination of services is needed.
- B. Support and advocacy require more staff and volunteers. There has been a rise in "special population" crime victims (i.e., mentally retarded, emotionally disturbed, shopping bag and transient victims) who require specialized counseling and advocacy.
- C. Court Related Services require more volunteers and staff.
- D. Compensation for Medical Exam is needed as victim comp is \$100.00 deductible therefore crime victims must bear the cost of total medical care (or at least the first \$100.00).
- E. Publicizing Availability of Services is insufficient at best. We are often told by victims and families they did not know we offered such support services.
- F. Volunteer Training and Recruitment is required to address the need for volunteers because many women have gone back to work to supplement family incomes. Insufficient staff to do in-service training to service providers, volunteers.

Project Objectives: Identify what the project is intended to accomplish in measurable terms where possible (Examples: Number of additional shelter beds, number of training sessions to be held, etc.). These statements will be used to assess the project's progress in achieving the intended results. Use additional sheets as necessary.

1. To promote better supervision of staff and coordination of all supportive services to crime victims and their significant others.
2. To provide quality supportive services to victims and significant others while cutting staff overtime and providing them relief.
3. To provide quality supportive/advocacy services to all victims, especially those with special problems (i.e., mentally retarded, emotionally disturbed, children).
4. To aid 36 victims in covering costs of forensic medical examination not reimbursed or paid by third parties.
5. To address the problem of increased record keeping due to the significant increase in victims and promote better coordination of services.
6. To provide two more 40 hour, sexual assault counselor volunteer trainings and 12 more professional in-service trainings (i.e., police, social service, Mental Health/Mental Retardation personnel).
7. To increase community awareness of direct services available to crime victims and how to obtain assistance.

Project Activities: List the major tasks to be undertaken to achieve the identified objectives. Include specific details which indicate how the project will be implemented (Example: selection, recruitment and training process for new staff). Use additional sheets as necessary.

1. Hire a Program Coordinator whose responsibilities will include coordination and supervision of agency staff. This person will also spend a third of their time in the provision of direct service to clients.
2. Hire licensed psychologist to provide weekly case consultation in order to better serve victims and families.
3. To establish a \$3600.00 fund to aid victims in covering the cost of forensic medical exams not reimbursed or paid by third parties. (\$100.00 maximum allowable as Victim Compensation will cover over \$100.00 costs).
4. Hire a part-time trainer to provide more in-service training to volunteers, staff, criminal justice and social service personnel; recruitment of volunteers.
5. Increase the hours of NOVA 3/4 time Office Manager to a full time position enabling the agency to keep up with increased record keeping demands.
6. Increase staff and volunteer activities in public relations/advertising via public speaking engagements in the community.
7. Increase the salary of NOVA clerical position to maintain trained staff with increased workload.

NOVA PROPOSAL FOR VICTIMS OF CRIME ACT MONIES

PERSONNEL

1. Project Director - Fulltime - Salary		\$	20,000.00
2. Office Manager (three-quarter time to fulltime position)			
\$8.25 per hour x 29 hrs. x 52 weeks	=	\$	12,441.00
\$8.25 per hour x 35 hrs. x 52 weeks	=		<u>15,015.00</u>
Differential	-		2,574.00
3. Clerical (salary increase due to increased job tasks)			
Present Salary	-	\$	11,025.00
Proposed Salary	-		<u>12,525.00</u>
Differential	-		1,500.00
4. Trainer/Community Outreach			
\$9.00 per hour x 9 hrs. per week x 52 weeks	=		4,207.00

CONSULTANT

1. Licensed Psychologist for consultation/supervision of mentally disabled/retarded, child cases with special problems			
\$50.00 per hour x 1 hour per week x 52 weeks	=		2,600.00

FRINGE BENEFITS

1. Disability Insurance	-	\$	284.00
2. Workmen's Compensation	-		130.00
3. Life Insurance	-		97.00
4. Medical Insurance	-		<u>983.00</u>
Total Fringe Benefits	-		1,494.00

OTHER

1. Fund to cover Forensic Medical Exam costs <u>not</u> covered by third party/victim compensation -(no more than \$100.00 per victim.)			
\$100.00 per victim x 36 victims	=		3,600.00
2. Travel Expense			
620 miles x \$.20 per mile	=		<u>124.00</u>
		\$	<u><u>36,099.00</u></u>

Appendix M: Bucks County (Pennsylvania) Policy Board Rationale for Project Selections

Please provide the basis for the policy board's project selections(s) by identifying the criteria used to support the initiatives selected. Examples of selection criteria could include: number of victims to be served, current funding levels, seriousness of victimizations, etc.

The Bucks County Local Policy Board met on January 28, 1986. Present were Judge Kenneth Biehn, Chair, Frank Crumley-Adult Parole, Bob Cosner-Bucks County Children and Youth Agency, Louis McGrath-Bucks County Area Office on Aging, Mike Clisham-Bucks County Juvenile Court, Rea Mabon-Bucks County District Attorney's Office, Beth Taylor-A Woman's Place, and Maureen Nolan-Network of Victim Assistance. The committee discussed the VOCA purpose, Fundable services, Program Requirements, and Non-Supplantation Issue before reviewing the Needs Assessments. Needs Assessments were reviewed by the Board having been completed by the following: Child Abuse-Bob Cosner of Bucks County Children and Youth, Domestic Violence-by Beth Taylor of A Woman's Place, and Sexual Assault and 'other' Crime Victims by Maureen Nolan of NOVA/BC.

In reviewing the Child Abuse Needs Assessment, Bucks County Children and Youth representative, Bob Cosner, made it clear that the agency felt A Woman's Place and the Network of Victim Assistance provided services that were an important adjunct to their services and that money given to these non-profits would benefit Children and Youth clients. Mr. Cosner indicated that it was the decision of Bucks County Children and Youth that they would not be requesting any of the VOCA dollars for this reason.

Beth Taylor from A Woman's Place pointed to the numbers of domestic violence victims requesting aid from the center as exemplifying the need for funding. Ms. Taylor indicated that when her shelter is filled she can only provide hotline counseling and limited court accompaniment. Women who are victims of domestic violence are, literally, prisoners in their own homes-their 'jailors' the very person who is supposed to love and protect them. The emotional and spiritual devastation of domestic violence at least equals the physical harm done in these families Ms. Taylor went on to say she must still rely heavily on private funding sources which fluctuate to such a degree as to only be regarded as "unstable" funding at best. Ms. Taylor felt that there was a critical need to develop better working relationships with the courts and related agencies and systems to encourage "demystification" of legal proceedings connected with domestic violence (i.e., Protective Orders, Intimidation Statue).

Ms. Taylor requested funding in the amount of \$33,728.00 to address the problem areas: An outreach coordination for legal advocacy efforts, a counseling coordinator to meet the demand for domestic violence victims for supportive counseling and advocacy, travel money for the Outreach and Counseling Coordinators to reach victims, and printing and advertising funds to let domestic violence victims know they have an agency to help them in their time of crisis.

Policy Board Rationale for Project Selections (cont'd.)

Maureen Nolan presented the Needs Assessments for Sexual Assault and 'other' Crime Victims emphasizing the 55% increase in sexual assault victims and 100% increase in 'other' crime victims who received services from NOVA while funding decreased overall. Ms. Nolan indicated that her agency had to "carry" the other crime victims program for two years after funding from foundations ran out. Ms. Nolan also indicated that the fact that child victims comprising 60% of our case-load is significant because families of child victims require as much, if not more, supportive counseling as the children themselves. In addition to child victims, NOVA is serving more victims with special problems - i.e., mentally retarded, emotionally disturbed - who require more time and more specialized services. It was also pointed out that staff overtime has increased dramatically to meet the increased demand for services. This situation is exacerbated by the volunteer deficit NOVA has been experiencing recently. Volunteers are becoming harder and harder to come by. Many women have to supplement family incomes by going back to work which translates into curtailing or suspending volunteer activities. The strain this has placed on staff has been significant causing burn-out and high turnover. The NOVA Director also discussed the "second victimization" suffered by violent crime victims (especially rape and incest victims) who must pick up (at least the \$100.00 deductible) cost of the forensic medical examinations.

Ms. Nolan requested \$36,099.00 of the VOCA monies to address the problem areas: a fund to cover Forensic Medical Exam costs not covered by third party/victim compensation; a part-time Trainer/Community Outreach worker to provide more volunteer training/professional in-service trainings; to increase the Office Manager position from 3/4 to full time and to increase the salary of our clerical position to compensate for the significant increase in workload due to increased victims; to hire a Project Director to supervise the 9 full time and 4 part time staff with 1/3 of her time spent providing direct service to victims; lastly to hire a Licensed Psychologist as a case consultant.

The Local Policy Board voted unanimously to approve the Woman's Place and NOVA proposal requests.

Appendix N: Reviewer Guidelines for Using Stage II Score Sheets in Wisconsin

Attached you will find detailed criteria for the review of VOCA grant applications. All criteria conform to the requirements, priorities and general review policies stated in the Wisconsin Guidelines for VOCA victim assistance grants. Please read carefully and adhere closely to the grant review criteria.

For your reference, I am enclosing a copy of the Wisconsin Guidelines and Application Package.

Also enclosed are grant review score sheets. **Point ratings and comments should be recorded on the score sheets.** Reviewers should include written comments that explain the reasons for their rating of each component. Comments are especially necessary for exceptionally low ratings.

PLEASE RETURN ALL MATERIALS TO THE OFFICE OF THE CRIME VICTIM SERVICES NO LATER THAN _____.

Thank you for your assistance with this grant review process. If you have any questions, please call John Scepanski or Linda Willsey at (608)266-6470.

^aSee Figure 38 for the score sheet.

VOCA GRANT REVIEW: STAGE II POINT DISTRIBUTION

I.	Present Operation	10 points
II.	Inventory of Services	5 points
III.	Problem Statement/Need	10 points
IV.	Goals and Objectives	10 points
V.	Implementation Narrative	15 points
VI.	Budget	5 points
VII.	Comprehensiveness	30 points
VIII.	Coordination	20 points

SUBTOTAL 105 points

IX.	Bonus Points: Minorities	10 points
X.	Bonus Points: Geographical	10 points

MAXIMUM TOTAL POINTS 125 points

RATING SCALE (For "Project Logic" Components I-VI)

To rate the components under "Project Logic," Grant Reviewers should assign points to each component using the five scoring choices below.

Requirements are enumerated and described under each component; no requirements may be ignored. Reviewers must go through each requirement under each component and determine if the applicant fulfills that requirement. "Excellent" and "Very Good" ratings may only be awarded if all requirements are met.

Reviewers should record their scoring choice on the score sheet for each grant proposal. Reviewers should also include brief comments that will help clarify the reason(s) for each decision.

Review Choice	Description
Excellent	The proposal <u>exceeds all</u> the requirements for the area. Required documentation or analysis is in <u>all</u> respects <u>well done</u> , methodologically <u>sound</u> and <u>accomplishes all</u> the purposes stated in the guidelines in a superior manner.
Very Good	The proposal meets <u>all</u> the requirements for the area and, in <u>some</u> respects, exceeds these. Required documentation or analysis is in <u>most</u> respects well done and methodologically sound, accomplishes <u>all</u> the purposes stated in the guidelines and clearly establishes the basis for the program.
Good	The proposal <u>adequately</u> meets <u>most</u> of the requirements for the area. Required documentation or analysis is done <u>adequately</u> , is methodologically sound, <u>accomplishes many but not all</u> of the purposes stated in the guidelines and establishes an adequate basis for the program.
Fair	The proposal meets <u>some</u> of the requirements for the area adequately, but contains <u>some</u> deficiencies. Required documentation or analysis is in <u>many</u> respects <u>inadequate</u> , methodologically <u>unsound</u> , scarcely accomplishes the purpose stated in the Program Requirements and Specifications and <u>fails</u> to establish an adequate basis for the program.
Poor	The proposal <u>scarcely</u> meets the requirement for the area and contains <u>many</u> deficiencies. Required documentation or analysis is in <u>many</u> respects <u>inadequate</u> , methodological <u>unsound</u> , scarcely accomplishes the purpose stated in the Program Requirements and Specifications and <u>fails</u> to establish an adequate basis for the program.

Project Logic

The Reviewer is to assess the overall logic and viability of the proposal. Good proposals should identify a problem, propose a solution, and document sound plans to carry out the solution. For each component, refer to the corresponding sections in the State Guidelines for additional clarification. Also, do not neglect to review budget pages, appendices, attachments, letters of support, etc.

10 points

I. Present Operation

A. If the applicant is a "new program":

1. It is financially stable, with consistent funding levels for at least two years; continued funding is likely.
2. It has documented reliable cash funding sources for the 50% cash match. Match sources are not "seed" grants, but are likely to continue funding the proposed victim services in the event that VOCA funds are discontinued.
3. It states when and why the organization was established and clearly describes its services, activities and accomplishments.
4. It identifies the qualifications and responsibilities of existing staff.
5. It does not propose to duplicate existing victim services.
6. It is qualified to provide victim services to the targeted population.
7. It demonstrates a logical relationship between its current services and activities, and victim services.

B. If the applicant is an "existing program," it must demonstrate a record of providing effective services to crime victims and document financial support from sources other than VOCA.

1. It is financially stable, with consistent funding levels for at least 2 years.
2. It is not largely dependent on a single non-renewable funding source (e.g., federal block-grants).
3. The applicant is very likely to maintain its current funding levels and continue providing victim services in the event that VOCA funds are discontinued.
4. It states when and why the organization was established and clearly documents its services, activities, and accomplishments.
5. It thoroughly describes the targeted victim population(s) that it assists and documents the numbers and kinds of victims who have received services.
6. It clearly defines the geographical area served.
7. It fully describes and qualifications, responsibilities, and training of volunteer and paid staff.

5 points

II. Inventory of Victim Services

The purpose of this section was to encourage applicants to assess the status of the overall victim services system in their service areas.

1. The applicant made a conscientious attempt to accurately document the kinds of services available for crime victims in its service area.
2. The applicant identified and discussed a gap(s) in services revealed by the Inventory.

10 points

III. Problem Statement/Need

1. If the Inventory of Services reveals a gap, the applicant proposes to help fill the gap.
2. The applicant fully understands and statistically documents the problem or unmet need.
3. The applicant thoroughly describes the victim population in need of assistance, and indicates an understanding of the special needs of the targeted population.
4. The applicant demonstrates the inadequacy of existing services or programs to deal with the problem; current funding is insufficient to pay for necessary new services.
5. If the applicant proposes to expand the level of its current services, it must document that current services are insufficient. The applicant should show evidence of waiting lists, numbers of victims denied services, and/or excessively high caseloads.
6. The applicant describes and justifies a solution (i.e., new or expanded services) to the problem.

10 points

IV. Goals and Objectives

1. The applicant's goals clearly state the purpose of the project and are consistent with one or more of the Wisconsin VOCA Program Goals.
2. Project goals are logically derived from the Problem Statement and indicate that specific needs will be addressed by the project.
3. Objectives are quantifiable. They describe expected outcomes and the dates by which they will be achieved.
4. How effectively the applicant achieves its goals can be measured by the degree to which objectives are accomplished.

15 points

V. Implementation Narrative

Note: When reviewing the Implementation Narrative (V) and Budget (VI) Components, Reviewers should bear in mind that administrative functions and other indirect services are for the most part not fundable under VOCA. (The three exceptions are: audit expenses, training expenses, and volunteer coordination.) However, applicants may include administrative services as part of their in-kind match; an example would be one-third of an Executive Director's time/salary to oversee the VOCA project.

Most VOCA projects will entail some management and clerical duties, coordination with other agencies to streamline victim services, and internal policy development. Ideally, applicants will clearly indicate either that existing staff can handle the additional responsibilities and administering the VOCA project or that other financial sources will pay for the indirect services.

1. The applicant clearly describes the methods and activities that will facilitate the achievement of proposed goals and objectives. The applicant demonstrates that proposed methods are reasonable and sound.
2. The applicant has completed a realistic and sequentially ordered timetable of proposed activities. Methods can be accomplished within the proposed time frames.
3. The applicant possesses the experience and administrative ability to carry out the activities proposed.
4. Existing and proposed personnel are sufficient and qualified to carry out activities. Paid staff size is justified. Responsibilities are clearly and appropriately assigned to personnel. Job descriptions state minimum education, experience and training requirements for volunteer and paid staff.

5. The applicant clearly specifies a training program for paid and volunteer staff.
6. The applicant documents that volunteers will be an integral component of the VOCA project. Services and activities provided by volunteers should be clearly described. An effective volunteer recruitment and training program should be described.

5 points

VI. Budget

The staff of the Office of Crime Victim Services will do the final review and negotiation of the budget section. Reviewers should focus their concern on the following criteria.

1. The applicant seeks funding only for services and activities that directly benefit crime victims.
2. The amounts budgeted are reasonable for the activities proposed.
3. The applicant's current organization and staff levels are capable of administering the budget proposed.

30 points

VII. Comprehensiveness

One of the primary purposes of VOCA is to promote the establishment of a comprehensive victim services system. Wisconsin Guidelines state that comprehensiveness will be measured by two factors: the number of different services offered to crime victims and the number of categories of crime victims to whom those services are provided. Reviewers should read pages 3, 4, and 5 of the State Guidelines for descriptions of eligible and ineligible services. Also, domestic abuse, sexual assault and child abuse are defined on page 3 of the State Guidelines.

When rating the comprehensiveness of the applicant, the Reviewer must consider both the services currently offered by the applicant (as described in the Description of Present Operation) and proposed new or expanded services (as described in the Problem Statement, Goals and Objectives, Implementation Narrative, and Budget).

If the applicant documents the existence of genuine, cooperative relations with other victim service providers (i.e., through subcontracts, written service agreements, letters to support, etc.), the Reviewer may evaluate the comprehensiveness of the overall victim services system. A genuine, cooperative relationship is more than the referral agreement with other victim assistance organizations.

To award points, the Reviewer will use the matrix contained in the State II Review Score Sheet (third page). The matrix has a total of 50 squares; each completed ("✓" 'd') square is worth 1/2 point. If the applicant provides or proposes to provide a service that is not listed on the matrix, the Reviewer should substitute that service for one of the listed services. CLEARLY INDICATE ANY SUBSTITUTIONS OF SERVICES.

BONUS POINTS:

5 points

If the applicant offers all of its services to crime victims regardless of their willingness to report the crime or cooperate with criminal justice system agencies, add 5 points to the total score for comprehensiveness.

20 points

VIII. Coordination

Federal and State VOCA guidelines require projects to promote coordinated public and private efforts to assist crime victims. Since many victims require services from a variety of agencies, it is essential for communities or regions to establish a coordinated, interdisciplinary approach to victim services. Such an approach entails more than an awareness of and referral to other victim service agencies. It requires a long term planning and cooperation among all area agencies. Coordination of effort will also avoid unnecessary duplication of victim services.

Six levels, or degrees, of coordination are described below. Reviewers should choose the level that best describes the applicant's efforts to coordinate services and award the corresponding points.

20 points

1. Applicant participates in or documents plans to initiate a Regional Victim Services Coordinating Council that addresses the needs of all crime victims in a given service area. Council representation should be multidisciplinary and include crime victims, criminal justice system personnel, social service providers, medical and mental health professionals, representatives from community-based, non-profit victim assistance organizations, and local elected officials.

16 points

2. Applicant provides evidence of a high degree of coordination with other victim service agencies through written service agreements and letters of support. The needs of many crime victims in the applicant's service area are being addressed, and the creation of a formal network and coordinating council is a strong possibility.

12 points

3. Applicant participates in or documents plans to initiate a Network or Task Force that addresses the needs of one or more categories of crime victims. For example, COSA in Dane County of the Milwaukee Common Council Task Force on Sexual Assault and Domestic Violence.

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- 8 points 4. Applicant provides some evidence tht the project does or will coordinate its efforts to assist crime victims with some other victim service providers. Such coordination may be demonstrated through letters of support and/or a Board of Directors (or other advisory body) that is multidisciplinary in makeup.)
- 4 points 5. Applicant demonstrates a limited degree of coordination, such as referrals to other agencies, but offers little evidence of a willingness to coordinate victim services and address the needs of all crime victims. Letters of support do not document an ongoing working relationship with other service providers.
- 0 points 6. Applicant provides no evidence of coordination with other agencies and indicates no long range planning or sustained effort to cooperate with other victim assistance organizations in the area.

IX.

Bonus Points: Victim Services for Racial and Ethnic Minorities

To encourage efforts to provide additional services for victims of minority populations, up to ten bonus points may be awarded to applicant who propose specialized services for minorities.

Applicants may only receive bonus points under this component if they document an effective plan to ensure that at least half of the paid staff of the minority services project will be members of the targeted minority.

Bonus points are to be awarded according to the following sliding scale:

If the applicants score for Points Components I - XIII is:	Then the Bonus will be:
95-105	10
90-94	9
85-89	8
80-84	7
75-79	6
70-74	5
65-69	4
60-64	3
55-59	2
50-54	1
0-49	0

Bonus Points: Victim Services in the Rural NW, NE, & SW

To encourage the development of victim services in the rural Northwestern, Northeastern, and Southwestern regions of Wisconsin, up to ten bonus points may be awarded to initiate or expand victim services in these regions.

In order to be eligible for bonus points under this section, applicants must provide (or propose to provide services to victims in the following counties: Ashland, Bayfield, Brown, Burnett, Chippewa, Crawford, Door, Dunn, Florence, Forest, Grant, Green, Iowa, Iron, Lafayette, Langlade, Marinette, Menominee, Polk, Price, Richland, Rusk, Sauk, Sawyer, Shawano, St. Croix, Vernon, and Washburn. Refer to the map on the following page.

Bonus points are to be awarded according to the sliding scale above.

Appendix O: Agreement Between Mass. Victim/Witness Assistance Board and VOCA Recipients

The Victim/Witness Assistance Board (hereinafter called the "Board") hereby awards to _____ (hereinafter called the "subgrantee") Subgrant No. _____ in the amount of \$ _____ for _____, as authorized by the Victims of Crime Act of 1984, 42 U.S.C. 10601 et seq.

These funds may be used during the project period _____.

The subgrantee shall administer the programs for which this subgrant is awarded in accordance with the applicable rules, regulations, and conditions of the Board, as set forth in the various sections of the original concept paper guidelines, the subsequent formal subgrant application, and the following Attachments A - G, which are incorporated herein by reference.

The subgrant shall become effective when the Designee Chair and Federal Grant Administrator sign below upon proper execution and return of the Subgrant Award Documents to the Board.

Victim/Witness Assistance Board

By: _____
John C. Cratsley, Designee Chair

By: _____
Elizabeth N. Offen, Federal Grant Administrator

Date of Board Meeting:

June 11, 1986

The _____ hereby signifies its acceptance of the above-described subgrant on the terms and conditions above or incorporated herein by reference.

Signature of Authorizing Official

Name (please type or print)

Title

Date

**COMMONWEALTH OF MASSACHUSETTS
VICTIM/WITNESS ASSISTANCE BOARD
FY 87 VICTIM OF CRIME ACT
GENERAL SUBGRANT CONDITIONS**

The subgrantee understands and agrees that a subgrant shall be subject to and shall incorporate the following conditions of the Victims of Crime Act (VOCA) and the Victim/Witness Assistance Board. The subgrantee shall include provisions to effectuate the purposes of these conditions in all contracts of employment, consultant agreements, or contracts issued under an approved application.

1. CERTIFICATIONS PERTAINING TO ELIGIBILITY FOR FUNDING. The subgrantee agrees to certify that subgrantee is a public agency or non-profit organization that provides services to crime victims; that subgrantee will comply with all applicable guidelines of the Board, VOCA, and the Office of Justice Programs (OJP); that subgrantee will utilize funds granted by the Board only to provide services to victims of crime; that at least one-fourth or one-half of subgrantee's financial support comes from sources other than the federal Victims of Crime Act grant, the applicable proportion being dependent upon whether subgrantee's program is already existing or is new; that subgrantee utilizes volunteers; that subgrantee will promote public and private efforts to aid crime victims; and that subgrantee will assist victims in seeking available crime victim compensation benefits. (See Attachment A.)
2. COMPLIANCE WITH PROGRAMMATIC REQUIREMENTS. The subgrantee agrees to address all issues raised in the review of the subgrant application process and all requirements of the federal program guidelines under which the subgrant is funded.
3. COMPLIANCE WITH SUBGRANT CONDITIONS. Subgrants may be terminated or fund payments suspended by the Board in the event that it finds a failure to comply with the general and special conditions of the grant award, rules and regulations promulgated by the Board and the OJP, or any plan or application submitted to the Board.
4. USE OF FUNDS FOR PURPOSES OF THE PROJECT. Funds awarded under this subgrant will be used only for the project set forth in the Concept Narrative or in any amendment thereto filed with and approved by the Board.
5. NON-SUPPLANTING. Funds awarded pursuant to this application will be used to supplement and not to supplant state or local funds otherwise available for crime victim assistance programs, and, whenever possible, will be used to increase commitment of such state or local funds. (See Attachment B.)
6. SUBMISSION OF AN APPROVED BUDGET. No funds will be made available to a project until an approved budget is on file with the Board.
7. FUNDS FORECAST. Funds will be made available monthly on the basis of the approved budget application submitted to the Board by the subgrantee. Payments may be adjusted to correct overpayments or underpayments and disallowances resulting from an audit. Initial funds will be available on the basis of estimates provided to the Board by the subgrantee of expenditures for the first four months of operation. Further adjustments will be made based on quarterly reports filed with the Board.

8. BUDGET REVISION. Subgrantees may make up to four budget revisions per year, involving a cumulative total of up to five percent of the total project budget (including non-federal funds) without obtaining prior Board approval. Prior Board approval must be obtained for making more than four budget revisions per year or for making a revision which, when combined with any previous budget revisions would involve five or more percent of the total project budget. All budget revisions, whether requiring prior approval or not, must be submitted to the Board in writing within ten (10) days after the revision is made.
9. THIRTY-DAY START UP. Unless the project is initiated and funds have begun to be meaningfully expended within thirty (30) days of the projected start date, the Board reserves the right to terminate the subgrant, in which case any funds received by subgrantee must be returned forthwith to the Board.
10. OBLIGATION AND EXPENDITURE OF FUNDS. No funds may be obligated after the end of the project period and all obligated funds must be expended within ninety (90) days after the end of the project period.
11. FINANCIAL REPORTS.
 - a. The subgrantee agrees to account for its federal grant funds, make quarterly financial reports on prescribed forms and meet reasonable fiscal and administrative requirements. The subgrantee further agrees to establish fiscal control and fund accounting procedures which meet minimum requirements of these guideline manuals and circulars and which assure proper disbursement of, and accounting for, grant funds. Such accounting procedures must provide for an accurate and timely recording of receipt of funds by source, of expenditures made from such funds, and of unexpended balances. Subgrantees which are not a state or local agency for whom disbursements are processed by an independent governmental agency are required to maintain a separate bank account for each grant. Except where inconsistent with federal requirements, state procedures and practices may be applied to funds disbursed by state agencies and local procedures and practices may be applied to funds disbursed by such units. The Subgrantee further agrees to make all financial reports available to the Board in order to meet reasonable monitoring and evaluation requirements. **Quarterly financial reports must be submitted within ten (10) days after the close of the quarter. Failure to comply with this condition will result in the withholding of subgrant funds until the delinquent report is received.**
 - b. Subgrantees are required to file their final report 90 days after completion of the project period and are further required to return to the Board all unexpended funds within 30 days after filing the final report. It is the responsibility of the subgrantee to return all unexpended funds after completion of a grant. Failure to comply with this condition will result in the withholding of subgrant funds from active subgrants of the subgrantees until the final report and all unexpended funds are received. If the subgrantee has no active subgrants the Board will initiate legal action to recover the unexpended funds.

12. HIRING APPROVAL. In cases where the proposed salary for a position is \$20,000 or more per year, Board approval of the individual selected to fill the position must be obtained. Board approval is **not** required to fill positions of less than \$20,000, which have been previously approved in subgrantee's initial budget, unless the subgrant has been specially conditioned to require such approval. When a hiring decision is made, the resume of the individual hired must be submitted to the Board within ten days. Qualifications for positions and hiring procedures must conform to those described in the project application and any amendments. A copy of every employment contract, paid for by federal VOCA funds, must be filed with the Board.

13. DISCRIMINATION PROHIBITED. The subgrantee agrees to certify that no person shall be excluded from participation in, denied the benefits of, subjected to discrimination under, or denied employment in connection with, any activity receiving funds by the Victim/Witness Assistance Board on the basis of race, color, religion, national origin, sex, handicap, veteran status, sexual preference, or age. The subgrantee shall also certify the designation of an employee who will have lead responsibility for insuring subgrantee's compliance with civil rights regulations. (See Attachment C.)

The subgrantee agrees to forward a copy of any findings of discrimination to the Board, the Office of Civil Rights Compliance and OJP. (See Attachment D.)

14. EQUIPMENT. The Board must receive notification 10 days prior to the purchase of any equipment with a unit price of \$1,000 or more. All equipment purchased with grant funds having a useful life or more than one year or a unit cost of over \$300 will be marked with an identifying number which will include the subgrant number. An inventory will be maintained by recipients of OJP funds and will be available for inspection and audit. All such equipment will be accounted for in the project final financial report. **Proposed equipment purchases must be itemized in the approved budget.**

15. INFORMATION COLLECTION. The subgrantee agrees to certify that it will collect and maintain information on victim services, and that it will provide such information to the Board in accordance with guidelines set forth by the Board. (See Attachment E.)

16. CONFIDENTIALITY OF RESEARCH OR STATISTICAL INFORMATION. Pursuant to Section 1407 (d) of the Victims of Crime Act, the subgrantee agrees to certify that identifiable research and statistical information gathered by the subgrantee pursuant to its application will be kept confidential and that no such identifiable information shall be transferred to any person(s) other than the OJP, the Board, or project staff, without prior written approval of the Board. (See Attachment F.)

17. APPLICATION OF SUBGRANT CONDITIONS TO CONSULTANTS. Whenever the subgrantee chooses to implement the proposed project by contracting with an independent consultant for any part of this award, the subgrantee shall include in writing the provisions of this document (including those pertaining to civil rights) in the contract with the consultant. Such consultants shall not, in any way, contravene or contradict Board, VOCA, or OJP policies, rules, regulations, or guidelines referenced herein. A signed copy of the contract with any consultant shall be forwarded to the Board for its files, ten (10) days prior to effectuation.

18. INSPECTION AND AUDIT. Pursuant to Office of Management and Budget (OMB) Circular A-128, Attachment P, grantees and subgrantees have the responsibility to provide for an audit of their activities. These audits usually will be made annually, but not less frequently than every two years. Accounts and records of all subgrantees which disburse or utilize grant funds must be accessible to authorized officials for the purpose of audit and examination. Contracts made by subgrantees must provide for audit of contractor's records pertaining to the use of subgrant funds. All required records shall be maintained until an audit is completed and all questions arising therefrom are resolved, or for three years after the end of the subgrant period, whichever is sooner.
19. CERTIFICATION OF TAX FILINGS. The subgrantee agrees to certify that it has filed all state tax returns and paid all state taxes required under law. (See Attachment G.)
20. CRIMINAL PENALTIES.
- a. Whoever knowingly and willfully falsifies, conceals, or covers up by trick, scheme, or device, any material fact in an application for assistance submitted pursuant to the Victims of Crime Act or in any records required to be maintained pursuant to the Act shall be subject to prosecution.
 - b. Whoever embezzles, willfully misapplies, steals, or obtains by fraud or endeavors to embezzle, willfully misapply, steal, or obtain by fraud any funds, assets, or property which are the subject of a subgrant or contract or other form of assistance pursuant to the Victims of Crime Act, or whoever receives, conceals or retains such funds, assets, or property with intent to convert such funds, assets, or property to his/her use or gain, knowing that such funds, assets or property have been embezzled, willfully misapplied, stolen, or obtained by fraud, shall be subject to prosecution.

Signature of Authorizing Official

Name (please type or print)

Title

Date