



LAW ENFORCEMENT'S PROMISING PRACTICES IN THE TREATMENT OF CRIME VICTIMS

*A Report to Promote the Development and Expansion
of Victim-Oriented Polices and Practices in
Law Enforcement Agencies*

A joint publication of



funded by:

Office for Victims of Crime

OVC

Advocating for the Fair
Treatment of Crime Victims

194006

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PREFACE

194006

"On April 19, 1995, the unthinkable happened: A powerful bomb destroyed the nine-story Alfred P. Murrah Federal Building in downtown Oklahoma City, literally tearing open the heart of America. This cowardly act, which targeted law enforcement and government workers, changed the face of Oklahoma and the United States forever.

"The terrible explosion murdered 168 innocent men, women and children — many of them our friends and coworkers — and injured more than 400 others. We have shared in the anxiety and grief for those injured and killed, and offered prayers of thanksgiving for those whom fate kept away from the building at the hour of destruction...

"Of course, after it is all over with, the aftermath of emotional trauma must still be addressed. ..."

Those were the words of Chief John T. Whetsel of the Choctaw, Oklahoma, Police Department in the June, 1995, issue of *The Police Chief*, the magazine of the International Association of Chiefs of Police (IACP). They echoed the feelings of all Americans, and they expressed the reactions of crime victims everywhere as they seek to reconstruct their worlds after criminal attack. And Chief Whetsel's concerns conveyed another idea that can be extrapolated more broadly: there is a depth of empathy for victims of crime that has been growing in the leadership of American law enforcement, the kind of empathy that seems certain to lead to positive action.

For their part, the Office for Victims of Crime (OVC) and its senior agency at the U.S. Department of Justice, the Office of Justice Programs (OJP), have always recognized the significance of law enforcement in addressing victim trauma. Law enforcement was one of the initial professional groups to receive training and technical assistance under the early victim assistance initiatives of the Law Enforcement Assistance Administration (LEAA), OJP's predecessor agency, in the period of 1974 to 1980. LEAA's initiatives also included providing victim assistance to the elderly, supporting mobile crisis units in partnership with law enforcement patrols, and teaming crime prevention with victim assistance groups.

However, it was the 1982 President's Task Force on Victims of Crime that synthesized an action plan for the 1980s through its four recommendations for police. These were:

"... there is a depth of empathy for victims of crime that has been growing in the leadership of American law enforcement, the kind of empathy that seems certain to lead to positive action."

PREFACE

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| 1. Police departments should develop and implement training programs to ensure that police officers are: |
| a. Sensitive to the needs of victims; and |
| b. Informed, knowledgeable, and supportive of the existing local services and programs for victims. |
| 2. Police departments should establish procedures for the prompt photographing and return of property to victims (with the prosecutor's approval). |
| 3. Police departments should establish procedures to ensure that victims of violent crime are periodically informed of the status and closing of investigations. |
| 4. Police officers should give a high priority to investigating witnesses' reports of threats or intimidation and should forward these reports to the prosecutor." |

In the thirteen years since those recommendations were made, a great deal has happened. For example, the National Organization for Victim Assistance (NOVA) convened a national advisory committee on law enforcement in 1983 that met to develop a 40-hour training curriculum for law enforcement officers, with a separate curriculum for law enforcement managers. Both are still in use by law enforcement agencies, and the patrol officer curriculum has been adopted in whole or in part by some 40 different jurisdictions. OJP has developed a number of topic-specific law enforcement training curricula in domestic violence, hate crimes; and elder abuse. Currently, NOVA and the IACP, with OVC's support, are testing a training curriculum for integrating more effective victim assistance within community policing.

There are other encouraging signs. The victim assistance standard of the Commission on Accreditation of Law Enforcement Agencies (CALEA) is not stringent — the department needs only to name a person as a victim liaison in order to meet the standard — but the very fact that the Commission moved to add that standard as an essential component of accredited, professional law enforcement is encouraging.

Similarly, a 1990 Bureau of Justice Statistics survey of law enforcement agencies with over 100 sworn personnel revealed that 37 percent (213 of 584) reported having a special victim assistance unit. It is true that most of these units are small, and that a few of them simply meet the CALEA test. Still, the large numbers tell us that a quiet, internal revolution may be occurring as more law enforcement agencies make the job of victim assistance a stronger part of their mission — a revolution we expect has continued in the years after the statistics were gathered, and indeed, will continue to grow long after the surveys on which this report was based were conducted.

EXECUTIVE SUMMARY

THE CONTENTS OF THIS REPORT

Through a combination of the utilization of crisis intervention and community policing principles and the creative coordination of internal resources with community-based and public services providers, a number of law enforcement agencies — ranging from those serving jurisdictions of less than 5,000 people to large city departments — have created a community network of assistance to victims of crime. Many others, also of all sizes, have initiated particular protocols or practices to respond more effectively to their “customers” — citizens who become the victims of crime.

This report describes a number of these practices. The compendium can be used by any police or sheriff's department to find a variety of protocols and practices that they can adopt — and adapt — that have proven to be both feasible to operate and helpful to victims.

As general prototypes, a number of departments have established law enforcement victim assistance (LEVA) units, specifically dedicating personnel to work with either all victims, or in some cases, victims of specific crimes, such as family violence. Other departments have developed protocols for interfacing with service providers in the community or other government agencies to assure that victims are treated rapidly. Also included are protocols which are responsive to the needs of specific categories of victims, such as survivors of rape or child sexual abuse.

In addition, law enforcement policy-makers will find a number of tools to assess how their departments measure up: a description of how police personnel can incorporate the function of victim advocate into their normal duties, a list of “critical elements” measuring the agency's participation in the broader community's victim assistance services, a set of criteria for measuring internal efforts, and the summary of a survey of departments with fewer than 100 sworn personnel regarding their victim-oriented practices.

BACKGROUND

The National Organization for Victim Assistance (NOVA) and the International Association of Chiefs of Police (IACP) conducted three surveys: one, a telephone survey with departments of less than 25 sworn officers; the second, also a telephone survey, of large city departments; and the third, a detailed questionnaire mailed to departments with fewer than 100 sworn personnel that were identified as specifically providing victim services. All departments were asked about their victim-oriented practices and to provide examples of their innovative or promising practices.

HOW TO USE THIS REPORT

The compendium is organized as follows:

Chapter One, "Introduction and Overview," first gives some basic findings of what constitutes the promising practices uncovered in our small and medium-size department surveys, summarizes the emerging "victim advocates" dimensions of various professional roles in law enforcement, then describes "critical elements" that we believe should guide law enforcement agencies in adopting a comprehensive range of victim-oriented practices (and also cites specific department's practices as examples), and finally, offers some additional criteria for law enforcement agencies to assess their efforts to be responsive to victims.

Chapter Two, "Promising Practices in Action," gives a description of the promising practices we found in our surveys. The reader may look for a particular topic in the twenty-one categories of law enforcement administration and service listed in the report's Table of Contents. Under each category in this chapter, first the critical findings are given, and then examples of practices of particular departments relating to the subject matter are described. Copies of some of the materials that were submitted by departments, such as protocols, forms, or brochures are contained in Appendix A and referenced in the Chapter. In order to obtain additional information, the reader may contact NOVA or IACP for copies of materials provided to us, or may contact the individual department cited. All departments and contact information are listed in alphabetical state order in Appendix C.

In addition, the authors suggest using this compendium with their companion volume, "Victim Services in a Community Policing Environment," and its supplement, "Sample Protocols, Policies, and Procedures," which provides good examples of protocols culled from the many submitted in the research for both these projects.

Chapter Three, "Overcoming Implementation Obstacles," suggests ways to promote a receptive police culture in order to initiate victim-oriented changes in a department and offers some supplementary implementation suggestions, addressing sources of funding and training.

Chapter Four, "Surveys and Findings," describes the three surveys conducted by NOVA and IACP and presents, in brief, some of the findings. Appendices D and E lay out the survey questions and results. A detailed analysis of the responses from fifty departments is available upon request from NOVA.

The Appendices also contain lists of other written materials and organizations that may be helpful; a list of Victims of Crime Act state victim compensation and assistance administrators.

VICTIM ASSISTANCE AND COMMUNITY POLICING — IN THEORY AND IN PRACTICE

Some of the basic findings from NOVA and IACP's work on community policing and victim assistance have also informed this report. These are:

- To adequately respond to the needs of crime victims, a community needs to provide a "continuum" of victim assistance — a seamless web of services — which necessarily engages a number of public agencies, and often a host of private ones, too. The role of law enforcement in that larger scheme of things is limited.
- However limited, the police role is vital. For the millions of Americans who report their having been victimized every year, it is an agent of law enforcement who is their first contact with social institutions which should be trying their best to right the wrongs done to the victims. If law enforcement does its two primary jobs well — responds skillfully to the victim's immediate needs and brokers services for the victim from other units and agencies — its contributions to the victim's and the community's well-being can be very positive.
- Along with the great many law enforcement executives who share our enthusiasm for "community" and "problem-oriented" policing, we reaffirm our perspective that victim assistance programs are a very effective tool to strengthen the ties between law enforcement and the communities it serves. Community policing and victim assistance are natural allies.
- The authors are sensitive to the concern that involving patrol officers and investigators in helping victims may prove to be time-consuming. We acknowledge that *can* be true — certainly during those periods when calls for service exceed available resources — but it is clear that a centerpiece of this report, the use of law enforcement victim assistance units, can be an excellent antidote to the stress of an officer's wanting to help and not having the time to do so — he or she need only call the victim advocate and then return to patrol duties. Additional means of overcoming the time-squeeze problem are discussed in the companion "Community Policing" manual.

CHAPTER ONE: OVERVIEW

In this chapter, we look at three broad questions underlying the promising practices described in detail in Chapter Two:

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| 1. We know that in many large jurisdictions, there are law enforcement victim assistance (LEVA) units providing services from within the department, but can smaller departments with limited personnel and limited financial, community, and training resources enact protocols and practices that give dignity and respect to victims? And do both the public and law enforcement personnel feel some satisfaction from these efforts? |
| 2. Can and should all law enforcement personnel provide victim assistance? |
| 3. How can a department measure its "victim-orientation?" |

Our conclusions, which are discussed further below, are:

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| 1. Summary survey information confirms that small and medium-sized departments can advance a victim-oriented agenda. |
| 2. Sworn and non-sworn personnel of various ranks are successfully and appropriately weaving the functions of victim advocates into their normal duties. |
| 3. There are "critical elements," developed over many years, that measure how a law enforcement agency is contributing to a broad community commitment to assisting crime victims. We list these elements and briefly describe and name departments demonstrating their feasibility. We also provide an additional set of criteria for evaluation. |

THE FEASIBILITY OF HELPING VICTIMS IN MEDIUM-SIZED AND SMALL DEPARTMENTS

Some of the most important pioneers in the victim assistance field are units established in larger police agencies — the Arapaho County Sheriff's Department, the Austin, Denver, Indianapolis, and Seattle Police Departments, and at least a dozen others. Are such units affordable in smaller communities? And when they are not, does that preclude those departments from rendering effective victim services? We found several common elements that make responding to victims a natural part of policing in any jurisdiction.

CHAPTER ONE: OVERVIEW

The "small and mid-sized jurisdiction" concerns were addressed in our research by analyzing the survey responses of 69 medium and small departments, with up to 99 sworn officers, from whom we sought two kinds of information.

Attitudes Toward Victim Assistance

The first type of information was attitudinal. Many of the truly small departments have practiced community policing, at least to some extent, before the concept had its name. Their officers are in the same neighborhoods day in and day out, dealing with the residents, businesses, and community organizations on a regular basis. In small towns and rural areas, the police are expected to be problem-solvers, crisis intervenors in all types of situations — whether crime-related or not — and to act as a referral agent for many non-police services. In all these ways, many officers in small departments are not only sympathetic to victims' concerns but have long been responsive to them, though most would like more backup services.

The second type of information requested was regarding the types of services provided and how well they were received.

Effectiveness Of Services

The written questionnaire contained a section on evaluation — looking at the impact providing victim assistance had on the actors and the recipients. Perhaps because many departments have not focused on evaluation or have not definitively measured the following items, only 54% answered the subsection on the impact of providing victim assistance on the abilities and attitudes of the officers involved, while 70% of the respondents answered the questions about the victims' perspective.

The following figure presents the results, based on a percentage of those responding, about the effect on law enforcement personnel:

71%	Increased positive attitude in dealing with citizens
71%	Improved communication skills
71%	Increased confidence in crisis intervention
71%	Greater sense of "being of service"
68%	Better understanding of citizens of different sex, ethnicity, age, economic status, lifestyle
64%	Increased commendations (internal or from citizens)
39%	More self-initiated out-of-service calls to citizens
29%	Greater response to unassigned calls from dispatcher

Departments responding to this subsection found increases in the following from victims, witnesses and the public at large:

FIGURE 2		
83%	(58%)	willingness to cooperate with police
69%	(48%)	increased reporting of crimes
63%	(44%)	willingness to go forward with prosecution
49%	(34%)	community participation in police activities
40%	(28%)	effective testimony
35%	(22%)	improved recall
34%	(24%)	volunteer response

It is encouraging that those law enforcement agencies that were able to make an assessment have been able to see increases in the performance of officers and in both victims' and the public's willingness to cooperate with law enforcement.

Use Of Resources

The survey further examined the effective use of volunteers, procedures for training personnel specifically assigned to victim assistance — whether paid or volunteers — sworn officers' victim assistance training, and formal written policies on victim assistance issues within the agency.

The questionnaire also sought information on partnerships between the community and the police, including efforts to educate the public on victim rights and the existence of supportive services, and community outreach and education programs in such critical areas as domestic violence, child abuse, elder abuse, hate/bias crimes, as well as cross-training, ride-alongs, and task forces that promote team response to community crises and victim assistance issues.

As indicated, the results of the survey of these departments generally reflected a community-oriented, problem-solving, proactive approach to crime and victimization. There were some exceptions — departments that revealed some minor disappointments in “wear(ing) two hats,” as one sergeant stated, or as one patrolman put it, “[Our victim assistance] is just a referral service directing victims to the agency that will fulfill the victims' needs the most.”

- **Small Department LEVAs**

Our search for promising practices among medium and small departments was very fruitful, and supported the proposition that size of a department alone is no barrier to becoming a pioneering provider of victim services. As an example, Estes Park, Colorado, a ski resort of between 1,000 and 5,000 population, has a police force of 15 sworn officers (22 in the winter tourist season), 11 civilians, and one victim assistance coordinator. This small department has produced an excellent victim assistance manual which also serves as a road map of its victim-oriented policies and services. It covers training duties for victim assistance staff and police officers, use of volunteers, issues of confidentiality and liability, community

CHAPTER ONE: OVERVIEW

resources, communication and interviewing techniques, and a host of protocols for various types of victims. Other smaller agencies that have set up LEVA units include Dover, Delaware; Carbondale, Illinois; Brighton, Colorado; Worthington, Ohio; and the Washington State cities of Renton and Redmond. All are fine examples of police departments with complete and effective written policies and protocols delineating the duties and responsibilities of their LEVA units.

- **Law Enforcement Agencies Combining Their Resources And Establishing Networking Agreements With Other Community Resources**

Small city and township police departments may suffer from a dearth of available resources for "traditional" law enforcement duties, to say nothing of training, manpower, and community-based victim assistance programs. In our 1995 telephone survey of departments with fewer than 25 sworn officers, several of the respondents highlighted the necessity of small departments assisting one another. For example, in departments where only one officer is on duty at night, the availability of assistance from officers in neighboring towns is both a relief and a practical necessity. In such communities, small police departments cluster in unofficial "regional" departments and work closely with one another. One department in this survey could not be reached during normal business hours because neither of the two officers came on duty until 7:00 p.m.

The Renton (WA) department formed liaisons with local, county, and state victim/witness services. Some counties have established a county-wide LEVA and other jurisdictions have combined their financial resources to hire a victim assistance professional they can share. The Loudoun County (VA) Sheriff's Department established a protocol with the Commonwealth's Attorney (prosecutor) Victim/Witness Assistance Director whereby she and her dozens of trained volunteers are available to provide on-scene crisis intervention services at any time of the day or night.

- **Use Of Volunteers**

Some law enforcement agencies have worked to develop a cadre of trained volunteers from the community or interns from educational institutions. Several responding departments stand out for their development of extensive information packages for the training and use of volunteers: Estes Park, Colorado; Hopewell, Virginia; Dover, Delaware; and Renton, Washington.

"...develop a cadre of trained volunteers from the community or interns from educational institutions"

THE "VICTIM ADVOCATE" DIMENSIONS OF DEPARTMENTAL PERSONNEL

As law enforcement agencies undertake more responsibilities for crime victims, the formal and informal job descriptions of their staff are evolving. The following seeks to capture the essence of these significant changes.

Communications Personnel

Duties Include: seek to establish the safety and security of the caller, obtain critical information about the incident for the responding officer, and maintain contact during the crisis, when appropriate, by keeping the caller on the line until the officer arrives.

Officer First Responding To The Scene Or To A Report

Duties Include: provide victims not only physical but psychological first aid, including:

- Establishing the safety and security of the victim or witness.
- Conducting the interview and preliminary investigation in a manner as to allow them to tell what happened in their own words and validating the feelings or reactions the victim is experiencing.
- Providing referral services and follow-up information that will help victims in dealing with the psychological trauma that comes with some victimization and prepare them for dealing with the law enforcement investigation process and potential prosecution.
- Determining if additional crisis intervention services are needed and summoning them, such as LEVA personnel, a rape crisis center staff, or a child victim specialist.

The Responding Officer's Supervisor

Duties Include: Assess whether the needs of the victim are being met and whether the officer has followed all victim protocols in dealing with the specific type of crime and in meeting the victim's needs; determine what additional resources the victim needs, including utilizing a LEVA unit, if there is one; assure appropriate referrals to the prosecutor's victim assistance unit assistance in filing for victim compensation claim.

The Investigator

Duties Include: conduct interviews in a matter that is sensitive to the needs of the victim, which may vary depending on the type of crime, as well as the age, culture, physical and/or psychological condition, and unique life experiences of the individual; provide as much information as possible on the investigation processes and provide periodic progress reports on the particular investigation; where LEVA services are not available, serve as a liaison with the criminal justice system and with public or nonprofit social services, as needed; follow up with the victim on referrals to ensure that contact is made, that the victim is eligible and the services are appropriate, and provide additional resources as needed.

Community Relations/Crime Prevention/Community Policing Officer

Duties Include: where there is no separate LEVA unit, be a liaison to emergency food, clothing, and shelter assistance and for services such as child care, financial aid, property repair, and counseling; intervene as requested in problems with victim's employer, landlord, or school; act as a contact point for victims needing updates on their cases and additional information; serve as a catalyst for developing a community-wide response to various crime issues by networking with services providers, schools, religious organizations, grassroots groups, and others to share information and form task forces; produce or disseminate newsletters and present seminars on personal safety and crime prevention that deal not only with safety issues, but also discuss victim trauma.

MODEL VICTIM ASSISTANCE PROGRAM STANDARDS FOR LAW ENFORCEMENT

We encourage police agencies to set and adhere to standards for victim services by which they can measure performance. One tool for doing so is Chapter 55 of the Commission for Accreditation of Law Enforcement Agencies (CALEA) which can serve as a basic guideline.

Taking a different tack, the OVC-funded series of publications on "promising practices" encourages their authors to extrapolate "critical elements" of the victim-oriented practices under review. This report will be somewhat different in that NOVA was asked years ago to chart those elements across the entire criminal justice system, Model Victim Assistance Program, an extensive document which has been periodically updated ever since. (A copy of the full model may be obtained by calling NOVA at (202) 232-6682.) Obviously, treated as "standards," these are far more extensive and challenging than CALEA's minimum requirements.

After giving an introduction to the law enforcement section of that document below, we have added short-hand leads to relevant departments and their promising practices drawn from our surveys.

Critical Program Elements

The critical law enforcement victim assistance (LEVA) elements described below are taken from NOVA's Model Victim Assistance Program, which lays out the panoply of victim assistance services that a community should be providing to victims, beginning with the crisis of the criminal act and continuing through post-prosecution.

No one organization dealing with crime issues, public or private, will deliver all these services, but each should be promoting delivery by someone.

In our view, every community should ensure provision of these services, which are grouped in clusters of services needed during each stage of time, beginning with the immediate crisis response to a crime, and moving through investigation, prosecution, and post-prosecution. In order for a community to determine if these services are being provided, information gathering is the first task. A service delivery plan should be devised and the community should then move toward implementation. The emphasis here is on the entire community, not just one agency, or segment of the government's responsibilities, or one category of crime. No one organization dealing with crime issues, public or private, will deliver all these services, but each should be promoting delivery by *someone*.

In the area of an agency's primary concern, such as criminal justice investigation in the case of law enforcement, the agency should itself provide the services listed in that cluster or do so in conjunction with other programs that they know do quality work. In this chapter we lay out only the "criminal justice investigation" cluster, by element, and mention specific departments and their efforts in regard to each element.

We urge all law enforcement agencies to obtain and review a copy of the Model Victim Assistance Program from NOVA (202-232-6682) and review it to determine if the services are provided by *someone* in the community. If the department does not already know, then more research and networking with other agencies and community groups is needed. Then a community-wide plan should be developed and implemented. The chart entitled "Victim Rights System" on the following two pages lays out such a plan.

"... assisting victims in recovering is not only the right thing to do, it will also make law enforcement and prosecution more effective, ..."

A number of police departments across the country are working on these types of task forces, often as part of their community policing commitment. It is incumbent on all to realize that assisting victims in recovering is not only the right thing to do, it will also make law enforcement and prosecution more effective, as demonstrated in research and our survey results.

The spirit of the endeavor can affect its success. The Volusia County (FL) Sheriff's Department's key directive on victim assistance is a good example of the commitment of which these critical elements should be a part: "It shall be the policy of the Department to maintain a Victim Assistance Program to provide a strong link between the victims of a crime or tragedy and the Department. It shall be the overall goal of the Department to assist victims of a crime and their families to return to the level of normalcy enjoyed prior to the offense or tragedy, and to ensure compliance with Florida State Statutes."

CHAPTER ONE: OVERVIEW

The Flagstaff (AZ) Police Department also exemplifies this spirit. In response to questions about the number of officers, civilians and assignments, Flagstaff indicated it has: "84 sworn, 84 assigned to community policing, 84 assigned to victim assistance; 37 civilians, 37 assigned to victim assistance."

The critical and secondary program elements are listed below, in subsections defining each element as a specific service. Where we could identify a law enforcement agency that provides the service, one or more specific practices are mentioned after the service. If the practice is detailed in the next chapter "Promising Practices in Action," the departments' names are listed in italics and in brackets with the topic title. Readers may obtain more details about the services of those departments by referring to that topic in Chapter Two or by calling the listed departments. All cited departments are listed in Appendix C with contact information.

Also, to give readers an idea of how the response of the surveyed smaller departments (*i.e.*, with fewer than 100 sworn officers — all serving populations of between 1,000 and 75,000) matched up with these critical elements, where such services were referenced in the survey, the corresponding results are also cited.

All the services listed in these performance guidelines in the "basic" and "good" section are considered primary elements, and those under "very good" and "excellent" are secondary elements that victims need as well. All are part of the cluster of the Model Victim Assistance Program titled "Support services during criminal justice investigation — performance guidelines." Here is a key to reading those guidelines:

Flagstaff responded: "84 sworn, 84 assigned to community policing, 84 assigned to victim assistance; 37 civilians, 37 assigned to victim assistance."

Law Enforcement's Promising Practices
in the Treatment of Crime Victims

THE VICTIM RIGHTS SYSTEM

VICTIM RIGHTS

STAGE ONE: EMERGENCY RESPONSE

When:
First contact after crime

Who:
By telephone:
911 operator
Crisis line
Family and friends

Face to face:
On scene crisis inter-
venor
Law enforcement
Family and friends
Public

What:
Trauma assessment
Physical first aid
Emotional first aid
Crisis intervention
Protection from further
harm

Rights:
Protection
Information
Dignity and compassion

STAGE TWO: VICTIM STABILIZATION

When:
On scene, or upon re-
port, or within 48 hours
After victim reacts to
trigger events

Who:
Crisis counselors
Law enforcement patrol
and investigators
Family and friends

What:
Crisis counselors or law
enforcement:
Stabilizing interviews
Crisis counseling
Conflict management
Shelter, transportation
or protection
Criminal justice orien-
tation
Referrals

Family and friends:
Personal assistance
Emotional first aid
Companionship and
reassurance

Rights:
Protection
Information
Dignity and compassion

STAGE THREE: RESOURCE MOBILIZATION

When:
Until resolution of vic-
timization experience

Who:
Victim service providers
Law enforcement
Compensation programs
Family or friends

What:
Victim services:
Outreach
Supportive counseling
Information, referrals
Aid with:

- financial claims
- landlords, credi-
tors, employers
- property return
- legal referrals

Crime, violence, sub-
stance abuse info
Advocacy

Law enforcement:
Fast property return
Information, referrals

Compensation:
Outreach
Assistance with claims
Emergency aid

Family and friends:
Information
Understanding
Aid with crime pre-
vention
Advocacy

Rights:
Protection
Information
Reparations
Property/employment
Dignity and compassion

VICTIM & WIT- NESS RIGHTS

STAGE FOUR: AFTER ARREST

When:
First contact after arrest

Who:
Prosecutors
Victim service providers
Law enforcement
Family and friends

What:
Prosecutors:
Information on:
• justice process
• case status
• reparations

Consultation on:
• charging decisions
• release decisions,
conditions
• diversion
• case scheduling
Aid with restitution,
intimidation reports
Aid with protection
orders, relocation

Victim services:
Start/continue Stage I-
III services
Aid with media
Supportive counseling

Law enforcement:
Protection order, bail
enforcement
Relocation

Family and friends:
Support in system

Rights:
Protection
Information
Counsel
Reparations
Property/employment
Due process
Dignity and compassion

Law Enforcement's Promising Practices
in the Treatment of Crime Victims

THE VICTIM RIGHTS SYSTEM

VICTIM AND WITNESS RIGHTS

STAGE FIVE: PRE-COURT APPEARANCE

When:
Before any appearance

Who:
Prosecutors
Victim service providers
Family and friends

What:
Prosecutors:
Enforcement of protection orders, bail
Protection of victim names, addresses
Information on
• Justice process
• Case status, scheduling, continuances
Orientation to testifying and to courtroom
Consultation on plea
Aid with landlord, creditor, employer
Support on due process claims

Victim services:
Start/continue Stage I-IV services
Justice orientation
Aid with media
Aid with victim impact statements
Aid with transportation, child care, creditors, etc.

Family and friends:
Support in court

Rights:
Protection
Information
Counsel
Reparations
Property/employment
Due process
Dignity and compassion

STAGE SIX: COURT APPEARANCE

When:
Day of hearing or trial

Who:
Prosecutors
Judiciary
Victim service providers
Family or friends

What:
Prosecutors:
Protection from intimidation, media intrusion
Aid with transportation, child care, creditors, etc.
Consultation on unexpected events
Aid with witness fees
Aid with due process claims

Judiciary:
Ban badgering by defense, media
Let victims, family attend all proceedings
Provide information about court process

Victim service providers:
Start/continue Stage I-V services
Help prosecutor provide services

Family and friends:
Support in court

Rights:
All victim rights involved

STAGE SEVEN: BEFORE CASE DISPOSITION

When:
After verdict or entry of guilty plea

Who:
Judiciary
Probation
Prosecutors
Victim service providers
Family and friends

What:
Judiciary:
Ban badgering by defense, media
Allow victim impact statement, allocution
Order restitution for all damages
Address victim concerns at hearing

Probation:
Information on verdict, sentencing hearing
Consultation on victim impact statement, restitution claims
Explore VORP option

Prosecutors:
Parallel services with probation

Victim services:
Start/continue Stage I-VI services
Help prosecutor, probation provide services
Information, referrals on civil entitlements

Family and friends:
Provide victim impact information
Support in court

Rights:
All victim rights involved

STAGE EIGHT: AFTER CASE DIS- POSITION

When:
After disposition

Who:
All corrections agencies
Victim service providers
Prosecutors
Judiciary
Family and friends

What:
Probation:
Administer VORP
Offender status info
Enforce conditions, restitution orders

Corrections:
Offender status info
Teach "Victim Impact"
Enforce restitution

Parole:
Notice on hearings
Allow victim input
Order, enforce restitution, protection

Prosecution:
Invite victim input in revocation hearings

Judiciary:
Enforce conditions

Victim service providers:
Advocacy with, support to, others
Start/continue Stage I-VII services

Family or friends:
Ongoing support
Protection of victim from further intimidation or harassment
Provide victim impact information

Rights:
All victim rights engaged

A READER'S KEY TO THE PERFORMANCE GUIDELINES	
PRIMARY ELEMENTS	SECONDARY ELEMENTS
A. Basic Elements	C. Very Good Elements
B. Good Elements	D. Excellent Elements
Departments demonstrating this element are listed in italics.	
[Section in Chapter Two where this element is discussed is in brackets.]	

A. BASIC: PROGRAM PROVIDES AT LEAST EIGHT OF THE FOLLOWING SERVICES:

1. Accompaniment to lineups and photo lineup review sessions

- Victim Response Advocates volunteer for on-call, 24-hour shifts to respond immediately to a victim of crime. When a lineup is necessary, they advise victims on what to expect, assure them that they cannot be seen, and advise them on the hopeful benefits of making an identification, while preparing them for the possible emotional trauma of seeing the perpetrator, and offering emotional support during the lineup. [*The Larimer County (Ft. Collins, CO) Sheriff's Department*; See Law Enforcement Victim Assistance (LEVA) Units, Chapter 2]

2. Accompaniment to interviews

- Advocates accompany victims to State's Attorney interviews, depositions, trial, sentencing, and other court hearings. [*Orange County (FL) Sheriff's Office*; LEVA Units]
- In the survey, 66% of the responding departments stated that they accompany victims to court, criminal justice agencies, and medical services.

3. Provide victims with information about case status, including the following types of information: if the case is closed or open, if there is an active investigation being pursued, if there are suspects, and if there is an arrest; and

4. Information on arrest status, bail and bond, and pretrial release

- A victim/witness advocate explains the court process to the victim, notifies the victim of an arrest, custody status and any changes in that status. [*Portland (ME) Police Department*; LEVA Units]
- The police have a written policy stating that victims and witnesses can expect to be notified of the status of their case, of arrests, of charges being filed, and of case clearance, among other

requirements on officers. [*Renton (WA) Police Department; General Victim Policies and Procedures*]

- Eighty-six percent (86%) responded that they provide information to victims on the status of an ongoing investigation.
- 5. Brochures about criminal justice process and victim rights are handed out at the scene of the crime or at first contact**
- Victim/witness rights pamphlet are provided which describes the judicial process and victims rights, as well as feelings associated with victimization and a list of references. [*Volusia County (FL) Sheriff's Department, Winston-Salem (NC) Police Department; General Victim Policies and Procedures*]
 - Four out of five departments reported they provide information to victims on police procedures, 76% on crime victimization, and 58% on the criminal justice process. (The survey did not ask if such information was given on first contact.)
 - Departments that provide all three types of information range from the *Greenwood Village (CO) Police Department*, which has three sworn officers and one victim assistance coordinator, and the six-officer *Algona (WA) Police Department* to the much larger *Flagstaff, (AZ) Police Department* that reported, "Victim rights pamphlets are provided to victims of all crimes. One page of this document includes a list of local organizations that provide services."
- 6. Information on status of any property stolen or removed and on procedures and regulations governing property return**
- Department's written policy on victim expectations of service includes a provision that victims must be notified when property is recovered. [*Renton (WA) Police Department*]
 - Deputies and victim advocates both inform victims that they may have their property returned as soon as investigation or prosecution is over. [*Larimer County (CO) Sheriff's Department; LEVAs, General Victim Policies and Procedures*]
 - Just over three-fourths (76%) of respondents stated they promote expeditious return of victim's property.
- 7. Accompaniment to sexual assault forensic examination available and forensic examination paid for**
- The police participate in a community-wide Sexual Assault Response Protocol, which carefully defines the duties and orders the responsibilities of the department's personnel, including the Victim Assistance Team (VAT). Under the Protocol, law enforcement personnel cannot be physically present during the forensic exam,

but a VAT member may remain with the victim in the triage area. As part of the protocol, either the hospital or a community victim service provider will provide volunteer sexual assault advocates who can stay with the victim during the Rape Kit exam. Victims are not billed for the exam. [*Denver (CO) Police Department; Sexual Assault Victims*]

8. Information given to victim about victim compensation

- Department has a brochure that explains the rights to and process for obtaining financial compensation for victims. [*Virginia County (FL) Sheriff's Department, see Appendix __ for sample*]
- Department sends all violent crime victims an information packet which includes the victim compensation application to be filed with the state compensation office. [*Belton (TX)*]
- For many departments, having information available on crime victim compensation is a standard practice. Seventy-two percent of the respondents to our survey provide information sheets and applications for victim compensation and 62% stated they file their police reports with the victim compensation agency.
- Departments generally can obtain brochures for dissemination to victims from their state's Victim of Crimes Act (VOCA) state compensation administrator. The list of contact information for VOCA administrators is contained in Appendix D.

9. Information given to victim about available protection and restraining orders

- A department's "threat management unit" (stalking) investigative unit has developed specific intervention strategies to deal both with victims and suspects of stalking, which for the victim includes education on improving their safety. [*Los Angeles (CA) Police Department; Stalking Victims*]
- The *Winston-Salem (NC) Police Department* has a brochure with information on how to press charges and obtain a restraining order, while the *Virginia Beach, Chesapeake, Norfolk and Portsmouth (VA) Police Departments'* jointly produced and disseminate a "*Guide for Women and Families in Crisis*" to assist victims. [*Domestic Violence Victims*]
- A number of departments are working with the ADT security company to have security systems installed in the residences of eligible victims' residences. [*Olympia (WA) Police Department and Manchester Township Police Department in Lakehurst, New Jersey*]

- The victim advocate trains landlords, schools, churches, and others to protect domestic violence victims. [*Everett (WA) Police Department*]
- Eighty-six percent (86%) promote enforcement of restraining/protective orders; 74% provide assistance with emergency needs, including shelter; 72% provide protection or safe transportation to victims and witnesses in danger of harm; 20% provide cellular phones or beepers to victims under threat of harm.
- See the Victim/Witness Intimidation section in Chapter Two for protocols that Police Departments have devised to assist such victims.

10. Information on crime prevention

- Typically, many departments provide information to victims and the general public on crime prevention.
- Innovative materials include a brochure on child abuse, which also includes information on prevention and choosing a safe child care facility. [*Winston-Salem (NC) Police Department*].
- Also, packets on crime prevention for older citizens, covering topics such as safety tips and avoiding consumer fraud. [*Sacramento (CA) Police Department; Elderly Victims*]

11. Emergency shelter available

- Police department has funds available for immediate disbursement for temporary housing and other emergency needs. [*Monroe (WA) Police Department; Emergency Funds*]
- Almost all (92%) of the respondents refer victims to services that arrange for emergency assistance, such as shelter, and 74% directly assist victims in obtaining such help.

12. Social services referral

- The police department publishes a domestic violence and sexual assault services directory [*Santa Rosa (CA) Police Department*]
- Victims are given a tear-off copy of the incident report which has a list of available referrals on the back. [*Rochester (NY) Police Department; Victim Referral Practices*]
- Several departments reported more unusual referrals: The *Brighton (CO) Police Department* also reported making referrals to a survivors of homicide group; the *Chaffee County (CO) Victim Assistance Program* to a SIDS support group, and the *Oshkosh (WI) Police Department* to a conflict resolution center for victims interested in mediation.

CHAPTER ONE: OVERVIEW

- Our survey reflects that many types of referrals are becoming standard, with 100% providing referrals for domestic violence victims. As the following chart reveals, there is need for improved referral capabilities, or for more resources, in certain categories.

THE PERCENTAGE OF RESPONDENTS WHO GIVE REFERRALS FOR THE FOLLOWING ARE	
92%	emergency assistance, such as food, clothing, and shelter
88%	general counseling and mental health professionals
86%	assistance with the criminal justice process, such as a prosecutor- or community-based victim assistance office
76%	transportation services
76%	other public or private social services agencies
86%	programs assisting victims of sexual assault
86%	programs assisting victims of child abuse or neglect
78%	substance abuse programs
74%	victim compensation
68%	programs assisting victims of elder abuse
56%	interpreter/translator services in the community, (40% could provide interpreter/translator services from within the department)
44%	programs assisting victims of drunk driving
42%	programs assisting victims of survivors of homicide
26%	childcare
24%	programs assisting victims of gang violence
20%	programs assisting victims of hate crimes

13. Services should be accessible to the hearing impaired, the seeing impaired, people with other disabilities, and populations whose first language is not English

- Agency has guidelines instructing officers to request qualified interpreters (including those for persons with speech or hearing loss) when there is a language of communication barrier. [*Centralia (WA) Police Department*]
- Materials on domestic violence are available in Spanish and Portuguese. [*West Warwick (RI) Police Department; Victims Who Are Members of Special Populations*]
- Fewer than half of the respondents provide services to persons with special needs in this area. The response rate is 48% have services

available to persons with loss of hearing, 42% to those with disabling conditions, 40% to victims with loss of eyesight, and 38% make referrals to agencies with expertise in "addressing the special needs of minority persons or persons with disabling conditions."

- Spanish-speaking victims are able to be served in their native language by 52% of respondents. All the following departments have services available in Spanish, and listed other languages as well. The Oshkosh (WI) Police Department added Hmong, Polish, German, and French; Greenwood Village (CO) Police Department added French and Dutch; Menonomee Falls (WI), German; West Warwick (RI), Portuguese; Flagstaff (AZ), Native American languages. Twelve percent use an outside language bank or interpreters from the community and 4% have deaf interpreters available.

B. GOOD: THE ABOVE, ENHANCED BY AT LEAST FOUR OF THE FOLLOWING:

1. Available crime-scene assistance for street-side identification

- Deputies have the discretion to request an on-call victim advocate to accompany a victim who is put into the deputy's car and driven to a lineup of potential suspects on the street. This usually happens at night, so the police just direct the car's lights on the suspects' faces, so the victim is not seen in the car. [*Larimer County (CO) Sheriff's Department*]

2. Assistance with obtaining property return

- Victim Response Advocates will pick up the property from the department's storage and deliver it to the victims. As an example, they have retrieved and delivered personal property from a wrecked vehicle that was evidence of vehicular manslaughter at the request of the victim's survivor. [*Larimer County (CO) Sheriff's Department*]

3. Assistance with victim compensation forms as needed

- Sixty-eight percent of the respondents indicated that they assist victims in filing crime victim compensation claims.

4. Restraining orders made an automatic condition of bail and prepared with complaint

- For many counties, such orders are made by a judge at the time a domestic violence suspect is brought before the court. [e.g., *Larimer County (CO) Sheriff's Department*]

5. Confidential emergency shelter available and relocation services

- The victim assistance coordinator worked with property managers to relocate a woman who was sexually assaulted in her home to a unit which didn't remind her of the crime. [*Olympia (WA) Police Department*]

NOTE: Advocates should be aware that many public housing authorities have policies allowing relocation of crime victims. Also, the Witness Relocation Initiative, operated by the U.S. Department of Housing and Urban Development's Office of the Inspector General (HUD-OIG) in conjunction with its Office of Public and Indian Housing, has a confidential relocation program. Also known as "Operation Safe Home," the Emergency Relocation Initiative can assist in the relocation of witnesses to violent crime occurring in and around HUD's publicly-funded housing communities. For further information contact the Office of Investigations, HUD-OIG, at (202) 700-0387.

C. VERY GOOD: ALL OF THE ABOVE, ENHANCED BY:

1. Crisis intervention capability

- Victim Assistance Team has a 24-hour, 7-day a week response capability. Trained volunteers are available by telephone or pager to be dispatched upon request. [*Larimer County Sheriff's Department; LEVA Units*]
- The department's Crisis Unit operates on a "24/7" basis and is staffed with predominately Master's degree-level professionals with extensive crisis intervention experience. The department's mental health unit deals with psychological traumas, family conflicts, hostage situations, suicide intervention, and death cases. [*Chapel Hill (NC) Police Department*]
- Fifty-eight percent (58%) stated they conduct crisis intervention with trained responders from within the agency, while 76% perform immediate crisis intervention with trained responders from other agencies. Eighty-six percent provide crisis intervention for individual victims, 78% for family members as well, and 50% for traumatized communities. [Examples include *Kit Carson County Victim Assistance Program* in Burlington, Colorado, and the *Bellingham (WA) Police Department*]

2. Death notification assistance and body identification accompaniment

- The Victim Assistance Team accompanies survivors of deceased victims to the morgue or to the emergency department of the hospital to help prepare them and to offer emotional support. They also go with family members and friends to see injured victims in the hospital and accompany them during discussions with medical

personnel, to offer emotional support. [*Larimer County (CO) Sheriff's Department; LEVA Units*]

- Department has comprehensive policies on death notification [*Worthington (OH) and the Arlington (TX) Police Departments; Death Notification*]
 - Departments provide survivors with checklists with information on how to proceed after a death, such as how to obtain a death certificate or to file for Social Security. [*Mesa (AZ) and Howard County (MD); Death Notification*]
3. **In-person, case-specific explanation of criminal justice process**
 - Numerous departments reported that they provide such information, and in our experience, many do it in person on a case-by-case basis.
 4. **Assistance with obtaining property return within seven days unless evidentiary requirements prohibit it**
 5. **Accompaniment at forensic examination available and cost of exam paid for by agency or other service and victim should never see bill** [see *Denver Police Department; Sexual Assault*]
 6. **Assistance with victim compensation forms and filing of claim** — As indicated above, 68% of the responding agencies assist with filing claims.

D. EXCELLENT: THE ABOVE, PLUS:

1. **Special programs to address needs of under served victim population groups including attention to effective cross-cultural service delivery**
 - Agency has written protocol stating that victims of assault or domestic violence should not be asked to discuss their immigrant status with officers so that they will be willing to report the crime. [*Centralia (WA) Police Department; Special Populations Who Become Victims*]
 - Of the respondents, 36% train their officers on cross-cultural issues. (The examples given in the questionnaire were attitudes in dealing with violence, crime, involvement with governmental agencies.)
2. **Special protection programs addressing safety and privacy for certain groups** such as victims of drug-related crime, victims of gang violence, victims of hate violence and the like
 - Officers are required to provide assistance to victims or witnesses who believe they are in immediate danger from a suspect or a suspect's associates and are also required to contact victims

whenever officers are alerted that the victim might be in danger. [*Raleigh (NC) Police Department; Victim/Witness Intimidation*]

- The agency's hate/bias protocol includes "people with physical or mental disabilities" in the definition of persons covered by the protocol. [*Carbondale (IL) Police Department; Victims of Bias Crimes*]
- The agency has a comprehensive bias crime policy which recognizes that the community is the victim as well as individuals, and mandates, among other responses, that community leaders are kept informed of the investigation and that the victim be apprised of case clearance. [*Hopewell (VA) Police Department; Victims of Bias Crimes*]
- The department's Crisis Unit created a protocol regarding a specialized response to drug raids involving children, the elderly, or persons with disabilities. [*Chapel Hill (NC) Police Department*]
- Many departments have developed written policies on these emerging issues, according to our survey, as indicated below:

Fifty-four percent reported having written protocols on victim/witness intimidation, 48% on stalking, 40% on elder abuse, 36% on hate/bias crimes. Regarding training on the special needs and sensitive interviewing techniques of victims or on certain issues, 44% trained on victims with special mental/psychological needs and on hate/bias crimes, 42% on gangs or individuals who are known/suspected perpetrators in other cases and on intrafamilial crime, 26% on homelessness, 24% on age-related issues, 18% on sexual preference/orientation issues, and 12% on immigrant issues.

CRITERIA FOR EVALUATING VICTIM SERVICES IN LAW ENFORCEMENT AGENCIES

In preparing this report, the collaborators, including the survey respondents, considered a number of ways to measure progress in bringing victim-oriented reforms into a department. In the course of these discussions, they developed evaluation criteria that, while overlapping in part with the critical elements presented above, also raised qualitative, as opposed to quantitative, issues a department may want to address. These may be a useful supplement to the "critical elements" measures when translated into an evaluation instrument.

The following criteria are framed in terms of department-wide activities but also may be used to highlight any practice within a department even if the department does not address all issues.

- 1. To what extent does the department have strategies that promote the safety or security of the victim?**
 - a. Provides practical assistance in protecting the victim through:
 - Ensuring that the victim obtains transportation to a safe shelter.
 - Providing directions, cellular phones, ADT alarms, etc., that victims experiencing threats can use to notify law enforcement.
 - Promoting the enforcement of restraining orders.
 - Safe transportation to and from interviews or hearings.
 - Either repairing property damaged in the course of the crime or assisting victim in getting immediate help in doing so, particular in regards to broken locks, doors, windows or other security measures.
 - Arresting the alleged offender.
 - b. Provides comfort to victims by:
 - Defusing fears at the scene of a crime through crisis counseling.
 - Providing careful, compassionate death notification.
 - Distributing symbols of security such as a blanket, a teddy bear, or other objects.
 - Assisting victims in contacting family, friends or social support system.
 - Providing victims with information about available victim assistance programs in the law enforcement agency or the community.
 - Aiding in protecting victims from media intrusions after victimization.
 - Assisting victims with, or arranging for, crime scene cleanup.

- 2. To what extent does the department have strategies to help victims to articulate what happened?**
 - Trains all responders — including dispatch, officers, detectives, and victim assistance personnel — in the physical and psychological responses to crime.
 - Assists victims in remembering details of crime event.
 - Assists victims in recounting difficult emotional experiences.

- 3. To what extent does the department have strategies that help victims understand what will happen in the criminal justice system?**
 - Provides written or oral information on what victims can expect to happen as their case moves through the criminal justice system.
 - Provides written or oral information on victims rights.
 - Provides referrals that can assist with restitution, compensation, or other forms of aid.
 - Explains what law enforcement practices apply to a victim's case and why those practices exist.
 - Provides written or oral information on the crime, its sanctions, and the possible criminal justice system response.

- 4. To what extent does the department have strategies that assist the victim in dealing with the crime and its aftermath?**
 - Promotes expeditious return of property.
 - Coordinates interviews and, when possible, limits the number of interviews during investigation.
 - Provides a liaison between the victim and other assistance programs and the prosecutor's victim assistance unit.

- 5. To what extent does the department integrate crime prevention strategies in responding to victims?**
 - Assures that the victims are able to stay in a safe place if there is a risk in remaining in their normal residence.
 - Provides information about safety precautions victims may take to avoid crimes in the future.

- 6. To what extent does the department have strategies that address diversity in dealing with victims of crime?**
 - "Cultural competence" is a basic and ongoing element of law enforcement training in the department.
 - Training for law enforcement officers includes how to deal with non-English speaking populations and an understanding of cultural differences that may affect reactions and responses of victims to the crime they experience and to dealing with the criminal justice process.
 - Interpreters are available to assist in interviewing non-English speaking populations.

- 7. To what extent does the department have strategies that address the needs of particular types of crime victims?**
- Provides training on sexual assault, child victims, family violence, survivors of homicide victims, victims of hate/bias crimes, elder abuse, drunk driving, and gang or drug-related crimes.
 - Enforces protocols or procedures that target survivors of homicide victims, child victims, and victims of sexual assault, domestic violence, hate/bias crimes, elder abuse, drunk driving, and gang or drug-related crimes.
 - Provides responders with information on victim assistance resources in the local community.
- 8. What kinds of evaluation or assessment does the department use to determine the effectiveness of practices?**
- Measures increased job satisfaction and improved performance of both sworn and civilian personnel.
 - Has procedures or protocols to solicit feedback from victims or members of the public, including other victim assistance providers, such as rape crisis centers or domestic violence programs.
 - Uses outside evaluators of practices.
- 9. To what extent does the department provide comprehensive assistance to victims?**
- Victim assistance program is based in the department to ensure coordinated and comprehensive assistance.
 - The department establishes partnerships with other victim assistance providers, law enforcement agencies, and social service agencies to assure seamless provision of services and appropriate and timely sharing of information.
 - The department participates in a community-wide task force on victims to create and keep up-to-date a coordinated and comprehensive assistance system for the jurisdiction.
 - The department implements a strategy for proactive community outreach, such as through department's community policing efforts, and public education efforts at schools, religious institutions, community fairs, and in the media, rather than just responding to a neighborhood-wide crisis.

CHAPTER TWO: PROMISING PRACTICES IN ACTION

INTRODUCTION

The IACP/NOVA surveys revealed what experience and common sense would suggest: that law enforcement agencies which house a victim assistance unit — either their own, as in Denver and Seattle, or by opening their doors to a trusted outside agency, as in the Charlotte-Mecklenberg Police Department — also tend to have more victim-oriented practices in all aspects of the law enforcement mission. It appears that once such a unit becomes well-regarded, it begins to bring a “victim’s perspective” to all corners of the department, and this is eventually manifested in the kinds of written materials, from policy statements to brochures.

This is not to say that departments which lack a special unit also lack a concern about victims or imagination in addressing their needs. As the reader will see, many of the best practices uncovered in the surveys were developed by smaller departments which, for the most part, cannot afford to staff their own victim assistance unit.

In the narrative that follows, we describe twenty-one ways in which law enforcement is responding effectively to victim needs. The first seven are department-wide practices or activities which tend to help all victims. The last fourteen are practices tailored to victims of specific kinds of crimes or to victims within certain age groups.

The reader should also refer to the companion volume by the collaborators, “Victim Services in a Community Policing Environment” and its supplement volume “Sample Protocols, Policies, and Procedures,” which contains sample protocols submitted by departments around the country on the following: a general protocol on victim assistance, and protocols on death notification, Crisis Response Teams, bias crime, and on dealing with victims of sexual assault, domestic violence (both in mandatory arrest and pro-arrest states), child sexual abuse, and elder abuse. Appendix A herein lists this and other training resources.

Some departments may be concerned with their ability to fund their own victim services. They should be aware that all states and U.S. territories administer funds from a pool of money received from the federal government, which comes from fines and assessments against federal defendants, and most supplement these funds with similar collections from state defendants. The state agencies, which are listed in Appendix D, disseminate funds to individual victims for compensation and to local programs that provide services to victims.

Also, Appendix B lists additional funding resources for victim assistance, including the federal Violence Against Women Office.

“... once such a unit becomes well-regarded, it begins to bring a ‘victim’s perspective’ to all corners of the department, and this is eventually manifested in the kinds of written materials, from policy statements to brochures.”

“... many of the best practices uncovered ... were developed by smaller departments which, for the most part, cannot afford to staff their own victim assistance unit.”

Law Enforcement Victim Assistance (LEVA) Units

Critical Findings: Victim Assistance Units provide a myriad of benefits to victims, the law enforcement agency, and the community, and can be established in a number of ways. Their primary purpose should be to ensure immediate support for a victim and information and referrals to programs and services of which the victim is usually unaware. Costs can be reduced through state programs which provide special funding for such units, often through moneys obtained from criminals, and by utilizing volunteers. Some departments do not have an identified Victim Assistance Unit, but rather charge specific personnel with these responsibilities, such as the Community Relations Division, or the Crisis Unit.

The definition of a "victim assistance unit" varies widely. Services range from simply providing victim compensation information to onsite counseling at the scene. The unit may be staffed by salaried or volunteer victim assistance professionals. The purpose of the unit is to provide immediate support and information to victims. Although there may be a victim advocate program in the prosecutor's office or community agencies which can offer support, victims are often unaware of these programs. Programs run by the law enforcement agency, however, have the unique ability to respond to the victim shortly after the 911 call, day or night, seven days a week.

Responsibilities

A good victim assistance unit will benefit the law enforcement agency in a number of ways. First, victims who are treated well by members of the department are more likely to be cooperative in the ongoing investigation and court actions. Second, once the victim is in the hands of the victim assistance unit, officers and investigators will have more time for active patrol and investigation, while feeling comfortable that the victim is receiving adequate follow-up resources and information. Finally, the victim assistance unit will improve the law enforcement agency's community relations. The public is likely to be impressed with the law enforcement agency's concern for victims.

Services and Staffing

In Chapter One (p. 3), we described the Estes Park, Colorado, LEVA, and mentioned a number of other departments with fewer than 100 sworn officers that have established dedicated victim assistance units. In addition, we'd like to describe the LEVAs in Ft. Collins and Brighton, Colorado and in Beatrice, Nebraska.

CHAPTER TWO: PROMISING PRACTICES IN ACTION

The Victim Response Unit of the Larimer County Sheriff's Department in Fort Collins, Colorado, is staffed by one full-time coordinator and several trained volunteer Victim Response Advocates. The Coordinator is responsible for their recruiting, training, and supervision. The coordinator is also responsible for ensuring that the Victim Response Team and the Larimer County Sheriff's Department work cooperatively with other community-based support organizations and with the Victim/Witness Unit in the District Attorney's Office. Finally, the Coordinator is responsible for training sworn and non-sworn personnel in the area of victims rights and available support.

The Larimer County Victim Response Advocates volunteer for one week at a time, days or nights. The advocates are on-call during this time and are available by telephone or pager. When the advocates receive a call, they contact the dispatcher as soon as possible to receive further instructions. The advocate will usually meet with the deputy or investigator at the scene or hospital to receive information about the case and will then meet with the victim. Generally, the advocate will stay with the victim until another supportive person, such as a family member or friend, is available. The advocates' first purpose is to provide crisis intervention and short-term emotional support. In addition, they will provide victims with information about victim compensation funds and make appropriate referrals. Later, the advocate may also provide case status information and may assist the victim with property return.

Two other police agencies in jurisdictions of between 10,000 and 25,000, demonstrate the determination to attend to victims' needs, even with limited paid staffing, through the effective use of volunteers, including professionals. The first such example is the Victim Assistance Unit located in Beatrice, Nebraska, which is funded under a grant managed by the Beatrice Police Department (13,000 population, 20 sworn officers and 10 civilians), but also serves the entire county population of 23,000. The one paid staff person is a civilian Coordinator who is funded half-time, but who makes effective use of community resources. At the time of her response, the Unit was also supported by two volunteer counselors who have doctoral degrees in counseling and provide 150 hours in nine months, one volunteer who donates 150 hours a year to counseling families in parenting, financial management, and other skills, and another volunteer who provides 150 hours a semester in office support. This unit makes efforts to be creative in responding to individual needs, as exemplified by their providing a teenage sexual abuse victim with an academic tutor.

The second small department highlighted here is the Brighton Police Department in Brighton, Colorado (10,000-25,000 population, 31 sworn officers and 11 civilians). Brighton has a full-time Coordinator and a part-time Assistant Coordinator, but also uses between nine and fifteen volunteer advocates and about the same number of volunteer interpreters. The volunteers are on call on twelve-hour shifts at a time and are able to respond to calls within 30 minutes. They are trained to assist victims of all types of "call-outs" they may receive, including domestic violence, child and adult sexual assault, elder abuse, suicide, homicide, and natural death notifications, gang-related violence, fires, and auto and train accidents. Their 40-hour training also includes CPR, first aid, and personal safety training.

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CHAPTER TWO: PROMISING PRACTICES IN ACTION

In responding to our survey questionnaire, the Brighton Police Department indicated that they provide 15 out of 21 of the direct services listed, all the types of information to victims and training to officers and all the referrals listed. They are able to follow-up on the referrals at 24 hours, 7 days, and in the cases of death, also at three, six, and nine months, and at the one-year anniversary. This practice reflects serious concern for the victim/survivors who may be going through different stages of grief at these intervals and may need differing forms of support.

With their volunteer interpreters, they are able to assist all Spanish speakers seeking assistance. The Brighton Police Department also participates in many forms of community outreach and in partnership with other agencies for cross-training, follow-up, and crisis response.

Some victim assistance units do not provide immediate onsite assistance, but provide several services in the days following a crime. For example, the police department in Portland, Maine, employs a victim/witness advocate who provides several direct services to victims. The advocate assesses the victim's needs and makes appropriate referrals and follow-up contact. The advocate explains the court process to the victim, notifies the victim of an arrest, custody status, and changes; acts as a liaison between the client, police, court personnel, and probation and parole personnel; assists in returning any property belonging to the victim; and is available to assist the client with any problems involving an employer, landlord, or family member.

The Olympia Victim Assistance Coordinator has worked with many landlords who have already threatened financially-strapped victims with eviction or late fees to give the tenant extra time to pay or to find other housing. She has found sources of funding to assist with partial or utility payments. In another instance, she intervened with a paralegal college so that the school would allow a victim who had to drop out after only three weeks to reschedule her quarter without any additional financial penalties.

Victim advocates are often responsible for designing brochures and referral cards which can be used by all members of the department, and provide training for all department personnel.

Training and Experience

The training and education of victim service staff and volunteers varies. In some departments, such as in Wilmington, Delaware, the advocate is actually a social worker. In others, such as the Larimer County Sheriff's Department, the coordinator needs a bachelor's degree and two years of experience. The IACP supports the standard in the Model Victim Assistance Program that any volunteers receive forty hours of pre-service training and periodic in-service training thereafter.

Some agencies very effectively also utilize citizen volunteers and student interns.

Alternate Staffing Patterns

Some departments have not established a named LEVA, but do provide substantial victim services. For example, in Menomonee Falls, Wisconsin (a jurisdiction of between 25,000 and 50,000 with 59 sworn officers and 12 civilians), the department's Community Service Unit is comprised of four officers, a Police Social Worker, and their supervisor. Three of the sworn officers work victim services along with the social worker.

The police department in West Warwick, Rhode Island, (also 25-50,000 population served by 61 sworn officers and 6 civilians) victim assistance is the responsibility of the officers assigned to specific details — the Juvenile Officer, a sergeant, handles sexual and child abuse cases, the Domestic Advocate, also a sergeant, handles family violence cases, and the Senior Advocate, a patrolman, deals with cases involving crimes against older residents.

In the jurisdiction of South Orange, New Jersey, 56 sworn officers and 8 civilians serve a population between 10,000 and 25,000. The department has a Community Relations Coordinator, a sergeant, who works victim assistance along with his other responsibilities with the D.A.R.E. program, community education and bike patrol. However, five detectives are also responsible for serving victims. These staff receive specialized training in accord with their specific assignments in the following subjects: elderly crime victim assistance, sexual assault, hate/bias, juvenile victims, child sexual assault, and child abuse.

As another example, the Orange County (NC) Crisis Intervention Unit of the county sheriff's department (75-100,000 population, 80 sworn, 13 civilian) is comprised of one full-time person with a law enforcement background and one full-time and one half-time Master's degree-level counselors. They serve as crisis counselors and victim advocates. One has responsibility as the domestic violence coordinator and they are specially trained in these issues as well as in mediation and conflict resolution and rape crisis intervention.

The IACP supports the standard in the Model Victim Assistance Program that any volunteers receive forty hours of pre-service training and periodic in-service training thereafter.

A VICTIM SERVICES UNIT SHOULD SEEK TO MEET THE FOLLOWING BASIC OBJECTIVES:

1. Provide the victim with immediate short-term support and the knowledge the law enforcement agency and the "system" cares about them;
2. Provide the victim with appropriate referrals for long-term counseling;
3. Provide the victim with information about the how the case will proceed, as well as regular status reports; and
4. Be available as a resource for training and information for other law enforcement agency personnel.

It is important that a victim understand what services he or she can expect from the unit, and that the unit follows through on its promises. The unit should never make outdated referrals, fail to return calls to the victim, or give the victim the impression that the unit can provide such services as long-term therapy.

Finally, almost all of the departments which responded to our survey with materials included brochures about victim assistance. Many of these include information on court proceedings for testifying, impact statements, and other procedures. Virginia has excellent brochures regarding victim rights at parole hearings, their right to file an impact statement, and procedural guidelines for witnesses in court. In addition, the Virginia Department of Criminal Justice Services and the Volusia and Pinellas County Sheriffs' departments in Florida distribute extensive packets regarding victim rights. These include discussion of feelings associated with victimization, an explanation of the judicial process, and a list of references. Virginia also offers a brochure which explains possible compensation for victims. Winston-Salem offers similar brochures, including a victim's bill of rights. Baltimore County (MD) and Greenwood Village (CO) provide extensive lists of resources.

General Victim Policies and Procedures

Critical Findings: General victim policy and procedures should be issued to all law enforcement officers so that they understand the importance of a department's commitment to victims. The law enforcement agency must be responsible for providing the link to other victim services, including those available through the prosecutor's office. Without policies and procedures to promote a law enforcement agency's assistance, victims often feel unsupported and are unaware of services available to them.

General victim policies and procedures can cover almost any type of crime in which a person is victimized. They should be as comprehensive and detailed as possible and should address such issues as how officers should treat victims, what

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information should be given to victims — in what format and when — and what type of training on victim issues officers should receive.

Although many departments will have specific policies for incidents of domestic violence or sexual assault, and many departments may be accustomed to working with non-law enforcement-based victim service agencies, these are only part of a *comprehensive* victim policy. Such a broad set of policies will provide police officers with the basics of victim issues and their implementation, and will provide them with the skills to work more effectively with all sorts of victims. Comprehensive policies should also enumerate simple but important tasks such as ordering and distributing victim information brochures and updating referral lists.

Several departments have a written list of victim rights. In every state, certain basic rights are spelled out in statute (and in a majority of states, these are grounded by a victim's bill of rights in the state constitution), while in some departments, these basic rights are expanded on as a matter of agency policy.

For example, the Renton (WA) police department instructs officers that, as written policy, victims and witnesses can expect to:

1. Receive a prompt response to their calls for service;
2. Be notified of the status of their case;
3. Be notified of an arrest concerning their case;
4. Be notified when their case is cleared;
5. Be notified when charges are filed;
6. Be notified when property is recovered;
7. Be notified of services available to victims of particular crimes;
8. Receive assistance with liaison between the prosecutor's office and the court system; and
9. Receive a prompt response to their questions and concerns surrounding their case.

The Volusia County (FL) Sheriff's Department has a broad policy approach in support of its unit. Its key directive reads, "It shall be the policy of the Department to maintain a Victim Assistance Program to provide a strong link between the victims of a crime or tragedy and the Department. It shall be the overall goal of the Department to assist victims of a crime and their families, to return to the level of normalcy enjoyed prior to the offense or tragedy, and to ensure compliance with Florida State Statutes."

In addition to its mission statement cited in Chapter One (p. 7) the Volusia County (FL) Sheriff's Department also lists in detail the procedures that will be carried out by members of the department in support of its policy. These procedures include

such duties as: analysis of victim needs; informing the public and media about the department's victim services; treating all victims with fairness, compassion, and dignity; providing immediate on-scene assistance, support, and counseling and referrals to victims, witnesses, and their families.

Victims are also provided a victim/witness rights pamphlet which contains information about a number of issues including: what happens if a victim or witness is threatened, steps to reclaim property, the availability of crime compensation or restitution, and a statement of the right to submit an impact statement.

A general victim policy should state a department's commitment to victims and should be accompanied by procedures that detail how this commitment will be accomplished. It may be helpful to survey former victims to find out how best to meet their needs.

Emergency Funds

Critical Findings: Victims of crime often have immediate financial needs in addition to emotional needs. Unfortunately, money for which they may be eligible is not usually immediately available to them. Police and sheriff's departments are in a unique position in that they usually have immediate contact with a victim and can make services available to victims twenty-four hours a day. Thus, departments are in an ideal position to act as an outlet for emergency funds.

The Monroe (WA) Police Department acts as an outlet for various funds for the Monroe community. These funds are not designed to eliminate long-standing or recurring problems. The funds are provided by the United Way of Snohomish County, Interfaith Church funds, the Salvation Army, and the Safeway Corporation, among others. The use of these funds are regulated in various ways by each of the organizations and are available for, but not limited to the following categories: food; gas, temporary housing, transportation, medications, utilities, and clothing. Paperwork for obtaining the forms is short and simple.

Brochures for Victims, Witnesses, and Survivors

Critical Findings: Brochures, from wallet size to packets, are among the most effective ways to provide victims and others with needed information. Victims are often in an intense emotional state following an incident. Therefore, it is often helpful to provide written materials on their rights, responsibilities, and where they can get help — provided that the officer giving the brochure understands that the victim may not be up to reading or understanding the materials right away, and so should put them in a place to be read later. Properly delivered, brochures are inexpensive, effective, and valuable to both the victim and law enforcement.

Even if the department is not able to create and distribute a brochure on its own, they are widely available through private companies and through non-profit victim services organizations. The best brochures are clearly written and explain legal jargon in lay terms. Additionally, those brochures that are colorful and otherwise eye-catching tend to be more effective.

Note that comments on brochures received in our surveys are found in appropriate sections below, from Number 8 onward. To give a flavor of these materials, we might cite Brighton (CO)'s brochure on the rights of crime victims and services available; Carbondale (IL)'s referral card for people in need of emotional support, food, clothing, and shelter; Country Club Hills (IL)'s flyer on procedures for obtaining protection orders in domestic violence cases and a list of shelters, advocacy groups, and crime compensation procedures; Greenwood Village (CO)'s host of pamphlets on victim rights and services, conflict resolution, family violence, and safe relationships for men and women, plus a mini-directory of services that officers can carry in their pockets for on-the-spot referrals.

Cooperative Agreements

Critical Findings: The multitude of social problems in our society makes it difficult for a law enforcement agency to meet the needs of each victim. Cooperative agreements between a law enforcement agency and victim service agency make it more likely that victim needs will be met.

The purpose of cooperative agreements — often called “memorandums of understanding” — between a law enforcement agency and one or more victim

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assistance agencies is to provide a full and consistent range of services to crime victims.

From the surveys received, it was evident that many law enforcement agencies are eager to team up with outside victim service agencies. For instance, in Renton, Washington, the police department has developed contracts with nine agencies, each of which are specially designed to help the victims of domestic violence, adult sexual assaults, child sexual assaults, mental health needs, legal assistance, and other victim needs. While the department does not employ any service providers of its own, under these agreements, its officers hand out their business cards with their number and the number of the 24-hour police department phone number. Once the victims call the number, they are directed to the proper agency. More importantly, under these accords, the department has set up specific procedures on what assistance it will provide victims at each stage of the investigation. As part of the mutual understandings, the department offers meeting room space for the East Side Domestic Violence advocates, coordinates interviews of child sexual assault victims with the East Side Sexual Assault Center for Children, and provides a representative to the Redmond Human Services Committee.

Another approach was found in Hopewell, Virginia, where the Victim/Witness Assistance Program of the Hopewell Police Department works in a cooperative agreement with the Department of Social Services whereby the police department's victim assistance unit passes on cases needing longer-term help to social services.

It is becoming more common for law enforcement agencies to staff a 24-hour victim hotline. The Carbondale (IL) Police Department has teamed up with The Women's Center whereby the center acts as the 24-hour hotline for victims of both sexual assault and domestic violence. This helps to provide direct assistance to the victims of these crimes, and alleviates the number of victim calls the department receives. In addition, The Women's Center also provides in-service training for department personnel in handling such cases, in accords with the Chief of Police, and works to familiarize the department with the services of the Rape Action Committee and the center's shelter program. For its part, the police department provides transportation for victims to The Women's Center, and also consults the agency on how to provide security improvements.

In conclusion, the surveys suggest that "cooperative agreements" should be truly cooperative in nature, where the agencies exchange services so that they both benefit from the contract. Second, whatever term is used, the relationship should be contractual to ensure the commitment of both agencies involved. And third, these agreements should cover as many kinds of victims as possible. If the department has reservations about teaming up with a particular agency, it should take its concerns to the agency head or governing body to see if the difficulties can be resolved.

Victim-Oriented Training

Critical Findings: Training in the area of victim services in police agencies is inconsistent, often failing to identify key issues, types of victims, or the continuum of response. Training often also is “pocketed” to select officers rather than all sworn officers. A comprehensive, interactive program, focusing on all types of victimization and the crucial role of the first responder, is recommended.

Training for police officers on how to provide appropriate services to all types of victims is a critical policy area. The following discussion defines training as any recruit, training academy, in-service or roll call training that is provided by the department or other selected organization to members of that department. Training can take several forms, including lectures, overheads, videotapes, roll plays or victim/police interactions. Typically, combinations of training approaches tend to be more effective than single approaches.

The IACP's paper and telephonic surveys of local police agencies obtained over 30 examples of police policy on victim service training. These training policies varied widely in approach and in target audience. One of the most important reasons to have an omnibus policy on training is to insure that all officers in the department are fully versed on victim service protocols. In many instances, departments fail to provide a continuum of training (academy, in-service, roll call) and thus officers simply “forget what they learned” about victim needs. In other cases, departments provide adequate training, but only to a select audience of officers (typically investigators who work with a victim assistance unit). Either training error leads to inconsistency in the response of police to victims of violent crimes.

Since training is always customized to the needs of a particular department, there is no “one” model for victim service training. Several examples of solid, well thought-out training programs did emerge from the survey. In Cleveland, Ohio, the training includes a component on helping officers understand the stages of battering and the stages of reaction by the victim. The Florida Highway Patrol designed its victim training to address some of the unique aspects of “roadside” victim support. The New York State Police use a series of role play sessions to help officers better appreciate the emotional aspects of victimization. In Baltimore County, Maryland, the training program helps set victim services in the context of community policing. Finally, the Houston (TX) Police Department trains officers on identifying “warning signs” of future or continuing violent behavior to reduce repeat victimizations.

Since training is always customized to the needs of a particular department, there is no “one” model for victim service training.

THERE ARE SEVERAL GUIDELINES TO A SUCCESSFUL VICTIM SERVICE TRAINING PROGRAM. THEY ARE:

1. Ensure that the program is inclusive of all types of victimization (versus a focus on high-profile domestic violence or sexual assault incidents);
2. Ensure that the training is inclusive of all members of the department versus training only selected officers;
3. Where a victim services unit exists within a department, make sure that this unit has full authority to implement model training throughout the department;
4. Design training to help officers understand the "response continuum" so that they are able to provide sufficient assistance to victims but not become overly involved; and
5. Design curricula to contain a mixed media approach — using video, personal victim testimony, roll play and other innovative methods to viscerally connect officers with the experience of victims.

Victim service training often does not receive the appropriate prioritization within police agencies. Such training is often "surface" level, failing to delve sufficiently into victim needs. Other training either limits the type of victims considered, or the types of officers trained. Some training programs highlight victim emotions but fail to identify the resultant officer emotions that can get in the way of objective services. Each of these pitfalls can be avoided through an omnibus training program such as the IACP/NOVA training package, "Victim Services in a Community Policing Environment."

Victim Referral Practices

Critical Findings: Effective referrals to known, reliable agencies that are a direct match for the victim's needs are extremely useful and help reassure the victim that they can gain further help. Conversely, among the least constructive things a responding officer can do to a victim is offer "bad" referrals — names of agencies that no longer exist or of agencies that will not be responsive when the victim calls.

Victim referral is defined here as any instance where the responding officer indicates to the victim that services beyond those of the on-scene police officer are available by contacting a particular service provider. Service referrals include a continuum of services like treatment, counseling, protective orders, shelter, relocation, etc. The definition of victim here is any individual who has been the

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victim of any crime, although victims of more serious violent crimes, including sexual assault and domestic violence, are of priority concern.

The responding officer is not expected to be a trained victim counselor or advocate — and even if the officer were so trained, it is a rare situation when an on-duty officer could perform all the functions of an advocate or counselor. Yet the actions of the typical responding officer — trained in law enforcement with only a general knowledge of victim issues and needs — may be the most critical of any that the victim will encounter, since that victim's levels of disturbance, fear, and emotion can be at the highest during contact with the first responder.

In most cases, after completing the interview and taking the report, the responding officer should become an immediate referral source, letting the victim know what other programs and services are available. If clear policies for victim referral are in place, it is then likely that the first services and support offered by the officer will be reassuring, useful, and likely to be used appropriately. Most importantly, the referral information provided will be accurate, appropriate and timely.

There is no one "model" of victim referral. The number, type, and quality of victim service programs vary dramatically from community to community, as do their availability around the clock. In the IACP/NOVA survey, most departments submitted examples of handouts prepared especially for victims. For example, the Santa Rosa (CA) Police Department publishes a "Directory of Resource Information for Victims of Domestic Violence and Sexual Assault." Handouts from other departments take on various formats, such as wallet size cards, laminated sheets, brochures, and booklets. In all cases, the information in these documents gives the victim a clear picture of what follow-up services are available in their community. The key issue after documentation of referral sources is then the method by which the referral is made. Handing out the booklet is not, per se, a referral. Taking the time to identify an appropriate agency and contact person, and suggesting that the victim make contact (even waiting to make sure that contact is made) is a more useful approach.

To reduce the need for extra paper the officer must carry, the Rochester (NY) Police Department created a tear-off copy of the incident report to be given to the victim — on the back of which is listed available services. Other departments have substituted a single, 24-hour telephone number as a combined crisis line and "switchboard" to the available services.

Whenever the department looks to the officer to perform referrals, its policy should have four elements: the officer should be able to get a clear understanding of what the victim needs; must have clear documentation on what referral sources exist; must make a reasonable connection between a victim's needs and the suggested referral agency; and must ascertain that the victim clearly understands, and is capable of initiating contact with, the appropriate agency.

The responding officer is not expected to be a trained victim counselor...

Yet the actions of the typical responding officer... may be the most critical of any that the victim will encounter.

The officer's role as a transitional player in the service continuum — reassuring the victim that helpful services are truly available — is pivotal.

Quick references and handouts can leave the victim feeling abandoned by the officer rather than empowered with new information. The officer's role as a transitional player in the service continuum — reassuring the victim that helpful services are truly available — is pivotal.

Many departments report frustration with victim service agencies, public and private, whose services are not fully available or are open only during normal workday hours. Brochures sometimes go out of date, leaving the victim with an essentially "bad" referral. It then becomes incumbent on the law enforcement agency — preferably on its victim assistance unit — to insure that officers are equipped with complete and up-to-date referral information.

Sexual Assault Victims

Critical Findings: Sexual assault is inherently an extremely traumatic crime. A comprehensive policy is extremely important and will entail a number of decisions. Training and other resources should be considered when designing a policy. Here, we will point out a few key issues for consideration for departments which do not have their own victim advocates to respond to these victims.

First, a department should have written definitions for all types of sexual assault including, date rape. It is imperative that an officer understand the legal definitions of rape in his or her state and that the officer knows how to respond to all sexual assault calls with sensitivity.

Second, officers should be well trained in how to speak to and interview a victim of sexual assault. For example, the Long Beach (CA) Police Department trains its officers to tell victims "I am here to help you" as a first step when identifying themselves. Written procedures alone will not be adequate — training in this area is key.

Third, decisions need to be made about hospital protocol. Some of this will depend on state statutes. Long Beach asks its officers to suggest that the victim bring a change of clothes to the hospital. Many departments work in tandem with rape crisis centers and have rape crisis advocates who are the same sex as the victim present at the hospital to provide support to the victim, including accompaniment during the forensic exam, if so desired.

Fourth, departments should make it standard procedure to inform sexual assault victims of services available to them, and may want to consider a policy of notifying a sexual assault services agency or victim rights advocate of the assault so that they may immediately contact the victim.

Fifth, law enforcement agencies should play a role in sexual assault prevention by making information available to the public.

... Long Beach (CA) Police Department trains its officers to tell victims "I am here to help you" as a first step when identifying themselves.

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Acting on these kinds of principles, the Denver (CO) Police Department, as part of the Denver Sexual Assault Interagency Council, participates in a Sexual Assault Response Protocol, which carefully defines the duties and orders the responsibilities of the department's personnel, including the Victim Assistance Unit's Team (VAT), dispatch, patrol and investigating officers, as well as the hospitals, the community victim assistance organizations, the prosecutor's office, and the District Court.

In regards to forensic exams, the protocol does not permit a member of the VAT or other law enforcement personnel to be physically present during the actual exam, or while other physician, nursing, or clinical social work services are being performed, but does require that the hospital permit the VAT member to accompany and remain with the victim in the triage area of the emergency department, to wait for the victim if necessary, and if waiting, to be paged after treatment is completed. Prior to the onset of treatment, the VAT member facilitates the transfer of the patient to the appropriate hospital personnel. The Denver Health and Hospitals department has volunteer sexual assault advocates, and community victim service providers, whenever contacted, will arrange for an advocate to be with the victim during the Rape Kit exam in medical facilities that do not have their own advocate. The Protocol creates a coordinated, community team approach for sexual assault victims to ensure that these victims get the support they need from the time of the crisis through post-prosecution.

Comprehensive training and a well thought-out procedure for working with sexual assault victims will benefit the department by making victims more likely to cooperate with police — and more likely to testify at trial — and they can also make an enormous difference in the victim's emotional recovery.

Brochures can help in this regard. The Winston-Salem (NC) Police Department distributes a brochure on the prevention of sexual assault. It also includes information on how to respond to an attack, and what to do afterwards. Other pamphlets specifically discuss resources and available help. Departments in Greenville (SC), Howard County (MD), and Shreveport (LA) all provide information regarding crisis hotlines, medical attention, and counseling. Virginia distributes an excellent overview of how victims may feel after the assault, medical concerns, the decision to report the crime and whether to press charges, subsequent investigation and medical examinations, the court process, compensation, and referrals for support and additional information.

Domestic Violence Victims

Critical Findings: In emotionally charged settings such as domestic violence, the first responder often has to deal with the accused perpetrator and the victim at the same time. Response to the suspect short of arrest often is unsatisfactory to the victim, and in many cases even an arrest is equally upsetting, since the perpetrator is typically an intimate partner. Providing even, well-balanced services in this emotional environment, and putting in place the first steps on a continuum of victim service is an unusually difficult, yet urgent, task for the responding officer.

Domestic violence is a very common topic in police literature — and in day-to-day calls for service. Violence among related or cohabiting partners occurs frequently and presents serious policy problems for police as first responders. For the following narrative, domestic violence is defined as any verbally, physically or emotionally violent act perpetrated by one adult partner upon another. Recent studies have broadened domestic violence to “intimate violence,” suggesting that police consider a much wider array of relationships than a simplistic “married couple” approach. It seems clear that domestic violence occurs in all types of relationships between all types of people, thus the broader definitions seem more inclusive and more useful to police.

Recent studies have broadened domestic violence to “intimate violence,” suggesting that police consider a much wider array of relationships than a simplistic “married couple” approach.

Domestic violence calls are among the most difficult that police face on a day-to-day basis. Lives are at stake, yet inconsistent laws, incomplete policies, lack of evidence, and victim fear, all combine to make police decisions on the scene very difficult ones. For example, state laws throughout the U.S. are inconsistent in their approach to domestic violence, making some states “mandatory arrest” states, others “pro-arrest states” and others “no arrest” states. Thus officers in thousands of jurisdictions have a series of “options” in dealing with domestic violence, and must make decisions based on their assessment of the seriousness of the situation. The presence of a clear policy and subsequent police protocols insures that responding officers know what clues to look for, and what decisions to make based on the information they gather about the incident.

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As in many cases in our survey, no one agency presents an omnibus "model" for adoption by all other agencies. Obviously, the variations in domestic violence law, policy, and procedure make a "model" policy inappropriate in this case. But several agency policies are clearly worthy of note: Dayton, Ohio, uses a laminated "Domestic Violence Check List" format to prompt officer questions and decisions; the Centralia (WA) Police Department's comprehensive Standard Operating Procedure lays out the continuum of action open to the officer; the Bellevue (WA) police have access to a "Community Approach to Domestic Violence" document to aid in action and referral; four Virginia departments (Virginia Beach, Chesapeake, Norfolk and Portsmouth) joined together to produce a "Guide for Women and Families in Crisis" document; and the Washington D.C. Metropolitan Police Department developed a series of training handouts for officers in conjunction with the D.C. Coalition on Domestic Violence.

On the question of "mandatory arrest" versus "pro-arrest" policies, three communities — Carbondale, Illinois; Centralia, Washington; and West Richland, Washington — have adopted an intermediate rule of interest to victim advocates. The rule makes arrest mandatory when the officer is called to the scene within four hours of a domestic violence incident and finds probable cause.

The police officer is the first responder, typically, on domestic violence calls and thus should fully understand the continuum of services required by a domestic violence victim, and the officer's role in setting the continuum in motion. In a setting that is literally charged with emotion, the officer must maintain a balance — offering initial support and services but avoiding involvement that goes beyond the role of the first responder. Prior to the officer departing the scene, the victim must have a sense of partially restored safety and a clear understanding of what follow-up services are realistically available.

Perhaps in recognition of the stress domestic violence cases places on patrol officers, a growing number of law enforcement agencies are experimenting with referring more serious cases to special domestic violence investigation units. The Nashville (TN) Police Department has taken this a step farther with the creation of a large unit which responds to virtually all such reports. There is no question that this commitment of resources has had a law enforcement payoff — "We are now able to stalk the stalkers," says unit commander Sergeant Mark Wynn, commenting on one measure of the unit's improved arrest and prosecution record. Time will tell whether such experiments will meet other important tests, such as improving victim satisfaction with the police service, and the most vexing problem of all, reducing the recidivism rate and lethality of chronic abusers (preliminary evidence is favorable on both issues).

Responding to domestic violence victims is fraught with pitfalls. The varying legal actions that can be taken involving the accused party may or may not give any consolation to the victim. The emotionally-charged atmosphere may result in an inconsolable victim who reacts aggressively or negatively to any efforts of the

*"We are now able
to stalk the
stalkers..."*

officer. In many cases, the officer becomes uncomfortable with the level of emotion of the victim and becomes distant or removed, exacerbating the situation. Also, it is often the case that victims either distrust referral information or finds those other services are less than sufficient. Any of these can cause a breakdown in, or at least difficulty with, the continuum of service to the victim.

To combat these problems, there is a movement to establish interdisciplinary teams to take on domestic violence cases. These experiments are borrowing from techniques now widely applied in child abuse cases, and are being accelerated by a federal grant program created by the Violence Against Women Act whereby at least one-third of each grant goes to the local law enforcement agency, another third to the prosecutor's offices, and a third to a local social service agency, typically a domestic violence shelter. Many in law enforcement are hoping these experiments will reduce a very common source of officer frustration — that of seeing the great majority of domestic violence arrests leading to no charges or sanctions.

Finally, many brochures that address domestic violence include pointing out that domestic violence is a problem that is, unfortunately, all too common, but that help is available through both the police and referrals. Baltimore County, Maryland, and Mesa, Arizona, provide two examples of such brochures. In addition, many brochures provide information on how to press charges or obtain a restraining order. Winston-Salem, North Carolina, provides some very detailed information in this regard. Virginia provides an excellent pamphlet designed to explain the judicial proceedings in a domestic violence case.

Officers Accused of Committing Domestic Violence

Critical Findings: Police officers, being a microcosm of the larger society, are sometimes accused and convicted of domestic violence. As pointed out in the Baltimore County (MD) Police Department general order that addresses incidents in which department personnel are alleged to have committed domestic violence, police agencies are vulnerable to perceptions that the police personnel are handled differently than the general public. Such perceptions, if permitted to proliferate, can erode the public's trust in the police agency.

In order to ensure that law enforcement agencies adhere to the law, and also to take the necessary steps at resolving conflict in domestic violence situation, police agencies must take action in cases involving police officers that are comparable to those it would take in incidents involving non-police personnel. To do so, departments should have written guidelines in place for handling such incidents. As noted, the Baltimore County Police Department has stressed in its order the seriousness of such situations, and the consequences of not handling these

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matters in the proper way. Most importantly, the continuation of an institutional culture of permissiveness, an attitude that a crime without a sanction is not a crime, must be changed.

A common approach for dealing with these incidents has been for departments to have standing general or special orders setting out the policies and procedures, thereby announcing in advance that it will not tolerate domestic abuse. This is particularly useful for departments which enforce a zero tolerance standard for misconduct. Further, such a policy gives officers and supervisors written guidelines to fall back on in dealing with an accused fellow officer, enhancing the complete and uniform handling of such incidents.

Baltimore County's policy calls for the same actions that would be taken in situations not involving police personnel. Additionally, an appropriate member of the employee's assigned unit is notified and appraised of the facts of the situation. This policy and an accompanying manual set out specific duties and responsibilities of all parties involved, from the responding officer, to the shift commander, and the employee's commanding officer. Responding shift commanders must assess the situation, take appropriate action, and notify the employee's commander.

The Manchester Township (NJ) Police Department's written guidelines require a ranking official respond to the scene whenever an officer, from that jurisdiction or any other, is involved in a domestic violence situation, in order to ensure that all rules and regulations are followed. Additionally, whenever a domestic violence complaint is alleged to have occurred, or in cases where a restraining order is being served on the officer, that ranking official is required to remove the officer's service weapon. Further, officers are required to notify their police agency whenever they have been involved in a domestic dispute that results in their service weapon being removed. Commanding officers are required to investigate all such matters fully.

The police also require a review by the County Prosecutor's Office, including conferring with the victim of the domestic violence, before weapons are returned to the officer. Another useful discussion within this order has to do with seizing non-police department weapons.

A policy of disarming officers (and others) convicted of a domestic violence offense has been expanded nationwide through a 1996 amendment of the Brady Law.

In jurisdictions where mandatory arrest is legislatively required in domestic violence cases, departments may wish to cite the statute in its policy regarding officer suspects.

A planned series of five conferences on domestic violence, held by the IACP with support from the Violence Against Women Grants Office in the U.S. Justice Department, Office of Justice Programs, will not only air these and related issues but will also produce new materials of interest to the law enforcement community.

Stalking Victims

Critical Findings: Stalking is, by its nature, difficult to document due to the randomness of the stalker's conduct — but it often instills great fear in the victim. Police response to stalking victims has been hampered in the past by the absence of any legal definition of stalking as a distinct crime, making the officers rely on misdemeanor offenses, like harassment, for which they could make no arrests unless the offense was committed in the officers' presence. With the universal enactment of new stalking laws, the officer who understands its elements — as well as related misdemeanor offenses — can provide more support to the victim and often effect the successful arrest and prosecution of the suspect.

The crime of stalking has recently emerged as a critical area of policy for law enforcement. The Los Angeles (CA) Police Department (LAPD), with the first "threat management" (stalking) investigative unit in the country, has developed a set of stalking definitions to aid their officers and investigators.

THEY IDENTIFY THREE DISTINCT STALKING MODALITIES:

1. Erotomantic, where a delusional suspect believes erroneously, that he/she is loved by another person (typically of higher status, often a celebrity);
2. Love Obsessional, where an obsessional stalker has had no prior relationship with the victim, and
3. Simple Obsessional, where some type of relationship did exist between the obsessional stalker and the victim prior to the stalking behavior. These cases are escalating domestic violence cases, and may constitute 80 percent of all stalking cases (although there are as yet no scientific figures on the kinds and numbers of such cases).

Within each of these types, a number of subcategories also exist. LAPD's efforts put precise definitions to the generic "stalking" crime, thus enabling the department to develop specific intervention strategies.

Aggressive policies and procedures with stalking/harassment situations are needed. Victims of any kind of stalking have long found police either unable to respond for lack of needed legal tools or policies, or uninterested in responding due to the lack of evidence or the sporadic intervals between incidents. These victims then feel powerless in the face of continued harassment. Fear becomes extremely heightened among victims, since the stalker's ultimate intentions are either

Stalking behavior runs along a continuum from persistent contact... to even deadly force.

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unknown or imply an intention to do severe violence. Stalking behavior runs along a continuum from persistent contact with no threat or use of force — though often with a terrorist intent to escalating contact where force, even deadly force, is ultimately threatened or used by the stalker. The frightened victim is dependent on swift and effective police action to regain a sense of well being.

The LAPD model of intervention in stalking/harassment cases is divided into two parts: victim intervention and suspect intervention. *Victim intervention* includes *education* (safety/security training), *behavior modification* (to reduce contact) and *therapeutic* (police/victim partnerships). Each of these intervention techniques, when combined, empowers the victim to deal more effectively with his/her situation. *Suspect intervention* includes *detective contact* with suspect (mail, telephone, face-to-face), *temporary restraining orders* (typically ineffective but useful as evidence at filing for arrest), *arrest/detention* (with bail enhancement), *mental health diversion* (involuntary detention/treatment) and *criminal conviction* (probation with condition of treatment on the first conviction). As a continuum of response by the police, these actions make it clear to the suspect that the justice system intends to, and will, deal aggressively with stalking/harassment behavior, and will seek more severe sanctions for any re-offending.

The Little Rock (AR) Police Department distributes a comprehensive brochure on stalking. This brochure not only quotes the stalking law but also explains it in lay terms. The brochure then explains how to file a complaint and what information is most useful to the police. Finally, the brochure explains the process that occurs after a complaint has been filed and gives a number where those who do not feel safe at home may call for shelter.

The most difficult pitfall in developing a solid stalking/harassment strategy is the behavior of the suspect. Stalking episodes are typically intermittent, with no set pattern. Thus, a victim may complain to the police, but stakeouts or other surveillance become fruitless when episodes are far apart in time. Episodes can also vary greatly in nature (following in a vehicle, leaving articles at doorstep, phone calls/hang ups, letters, following on foot, etc.). Documentation of each incident is thus difficult for the victim and often not very effective as evidence in court.

Critical Incidents Affecting Departmental Staff

Critical Findings: Most law enforcement agencies recognize that they should respond appropriately to “critical incidents,” which are generally very stressful situations that directly affect departmental personnel. In order to deal with this type of incident effectively, many agencies have established procedures through the office of the police psychologist, within the framework of Employee Assistance Programs (EAPs), through specially-trained officers, or through peer support groups, to deal with the more severe, acute stresses that accompany police work.

Law enforcement agencies treat and define critical incidents in a variety of ways. Some departments detail each type of critical incident that it might respond to, some limit them just to duty-related deaths of officers, while others write more general directives. The Renton (WA) Police Department, for example, defines a critical incident as "...any situation where one feels overwhelmed by his/her sense of vulnerability and/or lack of control over the situation." This general order also provides its officers instructions for when to apply, or not apply, the procedures contained in their order. Other agencies do not supply this much definition, instead leaving the understanding of "critical," and the application of the order, to the discretion of the affected personnel.

Most policies mandate that those affected by a critical incidents may, or more often, must check in with the department's Employee Assistance Program. Some departments have on-staff EAPs, consisting of officers with training in stress management and professionals such as social workers and psychologists, while other departments, usually smaller ones, have contract services with local mental health professionals, hospitals, and clinics.

Some departments establish Memorandums of Understanding with other local agencies, hospitals, clinics and family services to supplement their EAPs in the event that a "critical incident" is a wider community disaster.

The benefit to having an EAP or a similar service is that once a critical incident occurs, the department has a responsive policy and service at the ready. The critical incident *debriefing* can be used in a one-on-one situation, as when an officer has been in a gunfight. Or it can be a useful way of stabilizing large groups of officers responding to a airplane crashes, train wrecks, or a bombing, as examples, when *group defusings* are conducted with officers as they come off shift, while more extensive group debriefings are held after the emergency is over.

In all these situations, EAPs recognize that police officers, other emergency services personnel, and their families, are vulnerable to the symptoms of post-traumatic stress disorder, and that timely, skilled intervention can reduce the aftershocks of the trauma, not to mention the expensive hardship of enforced disability retirements.

The Menomonee Falls (WI) Police Department has set up a Police Officers Support Team (POST) which supports all sworn and non-sworn members and their families in times of emotional, personal or stress related situations. POST team members are available on a 24-hour basis to respond to shootings and other high-stress situations. The POST unit is also used in such emotionally-laden situations as death notifications. Membership on the team is by appointment from a panel including persons from outside the department. Note that the Menomonee Falls program is not to be confused with the better known "POST" programs, the Police Officer Standards and Training agencies found in a number of states.

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Elderly Victims

Critical Findings: Many jurisdictions are experiencing large increases in the numbers of older people for which it provides services. The elderly have special needs, such as feeling more vulnerable of becoming victims of crime and being less able to protect themselves. Although their statistical risk of victimization is lower than younger populations, their greater fear of crime is reasonable, given the risk that even a "minor" crime leading to serious injury or financial harm. Additionally, seniors are uniquely vulnerable to certain kinds of abuse, such as caregiver and institutional abuse and neglect. Elder abuse is a serious area of concern to law enforcement agencies.

The Baltimore County (MD) Police Department Training plan describes abuse of the elderly as physical injury inflicted by touching and striking, sexual abuse, or injury caused by neglect. The description used by other departments includes the conventional definition of elder abuse plus such crimes as robbery, burglary, confidence games, and fraudulent deceit.

Many departments deal with the problems of elder abuse in recruit training. Some departments use a wide training approach, including the issues of the elderly as victims of crime in general, while others just cover abuse and neglect, while still others discuss the issues of the elderly who are suffering dementia and loss of mental capacity.

Some have extrapolated these lesson plans into policy directives, which almost always cover required collaboration with elder abuse agencies and other agencies serving older people. As with all other victim services, having such policy and procedure in place in advance of situations eliminates a "seat-of-the-pants" approach — and in this case, it demonstrates that the department is conscientious about wanting to protect those of our society who are unable to protect themselves, and many of the elderly fall into this category.

No one model emerged as capturing all the necessary elements of a good policy. Many departments discuss in their general orders the elderly as victims of crime and of abuse and neglect. The Indianapolis (IN) Police Department has published a directive that simply advises members of the need to assist elderly members of society who are in need. Whenever officers come into contact with such a person, they are advised to contact the Chaplain or Victim Services. Another order in this department addresses assisting adults who are mentally or physically challenged, or are abused or neglected.

Los Angeles has a brochure that instructs persons in elder and dependent abuse reporting. It summarizes the laws which makes certain people mandatory

reporters, such as health workers, law enforcement or emergency services providers, and nursing home employees.

The Baltimore County (MD) Police Department requires officers to execute an "Elderlink" form in non-emergency situations where assistance is needed for elderly citizens. Elderlink, as the name suggests, is a mechanism in which the elderly population of the county are informed of, and provided with, services available through the County's Department of Aging. Other departments should consider establishing that kind of protocol and putting it in a policy directive. Also recommended is the clear summary of any state statutes that set out requirements for officers to follow when the victim of a crime is sixty-five years old or older, as Ohio has mandated, and as the Worthington (OH) Police Department has repeated in its policy.

Finally, many departments have brochures and information packets designed specifically to help the elderly from being victimized and to assist them when they are victimized. Departments in Winston-Salem (NC) and Sacramento (CA) both provide excellent brochures on crime prevention for older citizens. These provide tips to reduce victimization in the home, in the community, in the car, and on trips. In addition, information is given about what to do if assaulted or robbed, and how to avoid consumer fraud. Finally, Sacramento provides information for how seniors can get involved in community crime prevention. Similarly, Baltimore and Howard Counties in Maryland provide an extensive list of services and resources for seniors. This includes resources such as Meals on Wheels, tax counseling, health services, and others.

Suicides and Suicide Attempts

Critical Findings: Suicide usually involves multiple victims: the deceased and the survivors. Often, those left behind — the parents, a surviving spouse, friends, siblings — come to view themselves as the perpetrator as much as the victim.

Officers are often trained in recruit school to recognize, understand, prevent, and handle suicide situations, but few departments have independent policies on dealing with suicide. Instead, most departments rely on other related general and special orders for guidance, such as death notifications, crime scene examination and preservation, and so on.

A New York City Police Department (NYPD) lesson plan uses the Police Student's Guide to instruct new police recruits on the issues of suicide. This model takes a sociological approach, which instructs police recruits in matters of preventing suicides, recognizing potential suicide situations, and handling suicide and suicide scenes. Used as training key, this is a more comprehensive lesson plan than an ordinary general order or policy statement would typically be.

"Also recommended is the clear summary of any state statutes that set out requirements for officers to follow when the victim of a crime is sixty-five years old or older."

"...instructs police recruits in matters of preventing suicides, recognizing potential suicide situations, and handling suicide and suicide scenes."

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Similarly, the Ohio Peace Officer Basic Training Curriculum has a section dealing with Human Relations and Crisis Intervention that encompasses the same wide-ranging discussions as the NYPD training model. Because it is couched in the crisis intervention paradigm, the Ohio lesson plan defines various situations that might require intervention on the part of patrol officers. This model offers specific intervention tactics.

The NYPD has a policy directive on "Deviant Deaths," whose definitions include suicides. This policy sets out the approach officers should take in dealing with loved ones who report, or are to be notified of such incidents. Such written procedures, while rare, have merit since, among many highly stressful incidents officers confront, suicide is somewhat less common, and therefore it is an area where procedures should be spelled out in advance.

The Greenville (SC) Police Department distributes a *Survivors of Suicide* pamphlet which includes not only a crisis hotline number, but also information about support meetings. This is geared specifically towards those who have lost a friend or loved one to suicide.

Witness Intimidation

Critical Findings: The intimidation of victims and witnesses is a significant threat to the criminal justice system and the successful investigation of crime. Some advantages to having a policy dealing with victim intimidation or threats includes the positive message that the department takes a firm stance against such actions. Another advantage is that witnesses and victims are more likely to come forward and cooperate with the police if they feel comfortable that the threat of reprisal is reduced, if not removed. Conversely, not aggressively handling victim/witness intimidation contributes to the erosion of the community's confidence of the law enforcement agency's ability to investigate criminal activity and, particular, repress the ability of gangs to put neighborhoods in terror.

In popular culture, we are reminded of the many types of situations that arise when the police are unable to solve problems due to lack of participation by witnesses and victims. The "nobody saw anything" syndrome is prevalent in many neighborhoods, particularly those plagued by gang and youth violence, not for lack of witnesses but because of the fear of reprisal. Another obvious example is domestic violence situations where a violent abuser threatens more violence if the victim cooperates with the police.

A number of departments have policies that give patrol officers guidance when confronted with victim intimidation or assault. Most departments move the

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decision-making process up to a supervisory or command level due, in part, to the need to coordinate resources in providing protective services to the threatened witnesses. All the policies look to the victim to trigger the extra attention.

For example, the Roanoke (VA) Police Department has a policy in place for situations in which a victim has been assaulted or threatened, and that person has credible reasons to fear intimidation or continued violence. The Raleigh (NC) Police Department policy indicates that victims/witnesses should be directed to dial 911 whenever they feel they are in immediate danger from a suspect or the suspect's associates. The policy indicates that the department is obligated to provide appropriate assistance in these situations. The department also informs officers that they must attempt to contact victims whenever the department becomes aware of danger to a victim/witness.

The Worthington, Ohio, policy establishes the Department's concern that witnesses be treated with sensitivity and sets out the various statutes that protect witnesses against intimidation and danger. Officers are advised to implement affirmative protective measures using their best judgment, and their written procedures cover the use of such tactics as phone taps and wire recordings, police escort and surveillance services, saturation patrol and fixed posts, installation of alarms and surveillance cameras in the homes of the targeted victims, and or taking material witnesses into protective custody as ordered by the court.

The Redmond (WA) Police Department policy advises members to operate within the scope of reason, including the setting up of "safe homes" when necessary.

Having a firm policy in place that offers realistic guidance to officers will help encourage officers to take extra steps to help threatened witnesses. It is then a matter of departmental practice to see that the officers' recommendations are considered and implemented whenever it is practical to do so.

Victims of Bias Crimes

Critical Findings: In the area of bias crime policy, it is important to address the needs not only of the individual but of the affected community. Bias crimes and crimes that appear to be bias-motivated have a severe effect on the target group, as they are intended to do, and must be identified and addressed. Communication with the targeted community can be a benefit to the department in identifying and addressing such crimes.

The Carbondale (IL) Police Department's policy states that the purpose of bias crime policies and procedures is to "ensure that rights guaranteed by state and federal law are not denied any individual or group because of race, color, creed, religion, ancestry, gender, sexual orientation, physical or mental disability, or national origin." Note that the Carbondale department includes people with

"...ensure that rights guaranteed by state and federal law are not denied any individual or group because of race, color, creed, religion, ancestry, gender, sexual orientation, physical or mental disability, or national origin."

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physical or mental disability — the only department in our survey that included such individuals.

The Sacramento (CA) Police Department distributes brochures on bias crimes that include information on how to report a bias crime and laws relating to bias crimes. In addition, the brochures include information regarding compensation and referrals to agencies such as the Anti-Defamation League, the NAACP, and others who specialize in dealing with such cases. Finally, information is included about the department's victim assistance program.

The officer responding to the scene of a bias crime has a special role in dealing with the victim. Almost all of the departments surveyed include a provision that the responding officer must approach the victim with an understanding of what the victim has gone through. The Dover (DE) department mandates that responding officers "determine whether additional resources are needed on the scene, such as a victim's services representative, mental/physical health professionals, and/or the clergy." Additionally, the Dover department mandates that "at minimum, the victim should be referred to appropriate social or legal services."

Many departments advocate that the field supervisor respond to all such incidents. In Hopewell, Virginia, it is also the field supervisor's responsibility to visit the victim the next day and once again assure them that the investigation will be actively pursued.

Hopewell's comprehensive policy also mandates "an immediate increase of patrols" in the victim's area. If there still exists the potential for violence, "a unit should be specifically assigned to the location in a fixed post position." Hopewell's field supervisor also has the responsibility to ensure that "all physical remains of the incident are removed," once the investigative personnel have finished photographing and attaining evidence. If these remains include paint on the walls, or other remains that cannot be removed, "the supervisor shall attempt to impress upon building or property owners the need for complete restoration as soon as possible." Finally, Hopewell mandates that community leaders be informed about the progress of the investigation and that the victim be informed of a case clearance.

The Dover (DE) Police Department has a report form dedicated exclusively to capturing incidents of racial, ethnic, and cultural intolerance — a crucial tool to insure that appropriate victim services are provided. The Washington (DC) Metropolitan Police Department has a bias/hate crime unit headed by a sergeant who works with a community advisory committee comprised of representatives of groups dealing with racial, ethnic, religious, sexual orientation, gender, and HIV/AIDS issues.

In order to determine whether the incident should be reported as a suspected bias crime, the responding officer needs to consider a number of factors. While almost all departments have a list to this effect, the Carbondale Police Department's list of factors is the most comprehensive. Once the incident has been classified as a potential bias crime, an in-depth investigation should be undertaken by the investigative personnel. It also mandates a final decision review in which questions are raised in order to ensure that the suspected bias crime truly should be interpreted in that way. This is an unusual safety net, and ensures that the facts and perception of the initial investigating officers are carefully reviewed. In this way, the department can stand behind its decision with full confidence.

Once the bias crime is reported and the case is cleared, services to the community should not end. Bias crimes affect not only the individual but often make the entire community, especially the victim's group, feel violated. Departments should address community groups, hold public meetings, establish appropriate liaisons, and conduct programs in the schools. In this manner, the community gains a sense of security and a belief that the police are making every effort to help. In the long run, establishing such a rapport may increase the cooperation among community members, leaders, and groups in future incidents.

Death Notification

Critical Findings: The sudden, unexpected loss of a loved one is a wrenching experience. In many cases, those who are left behind are at a loss for what to do next. In breaking this news, it is important that law enforcement officers provide truthful answers to questions regarding the death and provide support on a humane level to those left behind.

Death notification policies and procedures are necessary not only to ensure that the next-of-kin of victims are informed in a sensitive manner of the death — usually violent and unexpected — of their loved one, but also to make the notification procedure easier for the officer. While many officers will have to make one or more death notifications in their careers, too few know how to do so in a manner that is beneficial to survivors. Those who do it "by the book" usually leave the scene proud of having done a sad, hard job well — and those who have no "book," no guidance, often leave with less pride in their performance.

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The majority of departments that we surveyed required that death notification be done face-to-face by a two-person team. The departments in Worthington, Ohio, and Arlington, Texas, had very comprehensive policies. One noteworthy aspect of Arlington's policy is that survivors are given the opportunity to spend as much time as they need with the deceased at the city morgue, and are allowed to view and touch the body, regardless of its condition. This provision puts the survivors' psychological needs ahead of society's conceptions of what is "good for them."

In Mesa, Arizona, and Howard County, Maryland, a checklist is given to the survivors in order to help them attain death certificates, apply for financial assistance, choose a funeral home, and get benefits, among other needed information. Such checklists provide the survivors with much-needed information about how to proceed. Many survivors really do not know what to do after a loved one has died. This thoughtful list helps to give them some direction and will help them in the long run because following such a list ensures that they have gone through the proper procedures and thus allows them to grieve without the worry of additional legal problems. These checklists are easy to create and will be greatly helpful to the survivors.

The checklist of resources should be all-inclusive, and should be able to be used for survivors of any death. The list should include information on how to attain copies of the death certificate, autopsy, police reports, and medical records, how to file for social security benefits, the contact number for the Veteran's Administration if the deceased was a veteran, a reminder to notify the insurance agent and bank of the deceased, other possible sources of compensation if the death was caused by murder or manslaughter, who to contact if a criminal case is pending, and the name and contact number of the notifying officer. (A good example is the Iowa Attorney General's protocol. Contained in the Protocols in the Companion "Community Policing" Materials.)

Departments may also wish to contact the national headquarters of Mothers Against Drunk Driving (800-438-MADD) for information on their training program on death notification, which is further described in Appendix A.

Victims of Property Crime

Critical Findings: Victims of property crimes often feel frustrated and angered by officers' apparent lack of concern for the loss of their property. It is critical for communication barriers between officers and property crime victims to be removed. While such a crime may seem relatively minor in the scheme of things, the victims often feel violated and helpless after having been burglarized or conned, or after discovering that a personal treasure — perhaps as simple as a family photo — has been stolen from the car.

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“...victims of property crime feel emotionally violated and powerless. Additionally, many victims have a real fear that the intruder will return.”

Policies regarding the victims of property crime are necessary to ensure that officers understand the feelings of property crime victims in what is sometimes perceived as a relatively minor crime. In many instances, victims of property crime feel emotionally violated and powerless. Additionally, many victims have a real fear that the intruder will return.

The New York City Police Department has established policies that assist the responding officer in dealing with property crime victims. The policy first explains the likelihood of misplaced anger being placed on the responding officer, which should not be interpreted as personal criticism. Officers should not remain cold and unemotional because this is often provocative to victims. Instead, officers should try to understand the victim's feelings of loss.

The NYPD policy also points out that the officers do have some ability, however marginal, to restore a sense of power to victims. To do so, officers should: ask permission to enter the house, sit down, take notes, and so on, since every “permission” question restores to them a small sense of control; listen to the victim without conveying suspicion; help the victim realize that a critical self-evaluation — “it was my fault” — is understandable but unfair; and assure the victim that the department will do everything it can to solve the case. However, it is very important that officers never make promises that cannot be kept.

The NYPD policy conveys some of the rudiments of effective interviewing skills that are described in more detail in “Victim Services in a Community Policing Environment,” an OVC-funded publication of a companion IACP/NOVA project.

Finally, giving property victims information on preventing future such victimizations is often welcomed, even if it comes too late to have prevented the immediate victimization. The Winston-Salem (NC) Police Department distributes two excellent informational pamphlets regarding property crimes. The first one primarily speaks about protecting the home from burglars. This includes tips on how to keep the house safe and what to do if the house is burglarized. They also advocate that people maintain an inventory of belongings, including serial numbers and, in some cases, color photographs. The second pamphlet discusses how to avoid being robbed and what to do if a robbery does occur.

Victims of Child Abuse

Critical Findings: The vulnerability of child victims makes it necessary for departments to establish response procedures and prevention programs to meet their special needs.

The purpose of child abuse procedures is to help protect those children, who by their very nature are defenseless. One fairly broad definition of child abuse is used by the Department of Public Safety in Alaska: “... the physical injury, sexual

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abuse, sexual exploitation, or maltreatment of a child under the age of 18 by a person who is responsible for the child's welfare under circumstances which indicate that the child's health or welfare is harmed or threatened thereby."

Every state has a set of legislated procedures for responding to child abuse reports — always requiring the involvement of the child protective services agency — and these should be built into every department's policies. But every department can build on these mandates.

For example, New York State Police officers are taught how to approach a child who may have been abused and how to conduct a thorough but non-adversarial interview of the child.

The Department of Public Safety in Alaska, again as a prototypical example, requires that once a suspect is apprehended that the department should work closely with their social services department in conducting their investigations. The department's guidelines require that the interview of the child should be conducted in a nonthreatening manner — for example, speaking to the child at his or her eye level — and that the number of interviews and the number of people present during those interviews should be limited.

The Oxnard (CA) Police Department has created a special "soft" interview room for children, a room filled with furniture and toys that make the victims feel more comfortable, one that "makes it easier for us to get the best possible statement the very first interview."

Once the interview is over, and if the child is willing and able to appear in court, it is beneficial that the officer instructs the child of the legal process. There are materials that can educate the child even further. For instance, the Victim Services Section of the Department of Criminal Justice Services in Richmond, Virginia, has created an activity book titled "Going to Court" which describes the process of testifying in court and seeks to make the child feel more comfortable with his/her surroundings once in court.

Another device that is being used around the country and was cited by the Fayetteville (NC) Police Department and the Sedgwick County (KS) Police Department was the use of stuffed animals whereby each patrol car is equipped with one or more packaged stuffed animals. This has been found to be very effective in reducing the stress levels of the child upon first contact with the police.

It is also helpful for law enforcement agencies to establish prevention programs that aim to educate children in the community about child abuse. These programs can help children identify the difference between being abused and being punished. Moreover, this can give officers the opportunity to hand out referrals to children, who ordinarily would not seek help themselves.

As part of its community policing efforts, the New Haven (CT) Police Department has made child victims and witnesses a special focus, and has trained police supervisors to be "Child Development Fellows" who are available 24 hours a day to work with mental health specialists in responding to all acute episodes of violence involving children as well as concerns about at-risk and delinquent behaviors. The

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department also trained all members of the force in the use of the program on child development and consultation.

"the most profound advances... have been through the creation of interdisciplinary teams."

While all of these practices describe useful innovations within law enforcement to respond to suspected child abuse victims, the most profound advances in investigating and prosecuting these cases have been through the creation of interdisciplinary teams made up of police investigators, prosecutors, and social service and medical professionals. A major catalyst for the interdisciplinary approach was then-District Attorney Bud Cramer (now U.S. Representative), who created the Children's Advocacy Center in Huntsville, Alabama. Now there are over 350 of these centers around the country seeking to emulate the Huntsville model. All of them seek to conduct child-centered investigations, to reduce the number of interviews of the child, and to conduct them in a warm environment, typically in the center's own, homey facility.

While some of these interdisciplinary programs confine their work to suspected cases of child sexual abuse, many also take jurisdiction of more serious cases of physical abuse and neglect.

Finally, not all child victimizations fall under the category of abuse. To an disproportionate degree, young people have become the victims of gang violence and other form of non-familial crime. Some departments are taking special steps to respond to those victims. For example, the Redmond (WA) Police Department has a written policy and a Child Victim's Bill of Rights, and deals with such topical issues as drive-by shootings, school-related crimes, and safety and security of students while attending school.

There is an extensive body of work on suggested practices for police officers dealing with children. We suggest readers contact the Police Executive Research Foundation and the National Clearinghouse on Child Abuse and Neglect regarding their training resources. See Appendix A for further information.

Victims of Child Sexual Abuse

Critical Findings: Child sexual abuse is a crime that needs to be handled very delicately by a law enforcement agency in order to simultaneously proceed with the investigation and return the child to some level of safety. A close working relationship between the law enforcement agency, the prosecuting attorney's office, and the child protective services agency can help to foster both goals.

Prevention of child sexual abuse is a major concern of many departments. The Bellevue (WA) Police Department is one example of a department that has created a program that is dedicated to the prevention of the crime. The purpose of this program is "...to increase awareness through effective education of children and their parents to help prevent sexual abuse and sexual exploitation." The

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department's child safety education officer educates elementary students on how to prevent sexual abuse and also works to educate parents on how to identify symptoms of sexual abuse which the department defines as "any sexually related touching or fondling, forced masturbation, oral-genital contact or intercourse, or any combination of the above." A program and policy designed specifically to educate children and parents about sexual abuse can have secondary benefits in that it raises the awareness of the problem within the community and the department.

It is no less important that a department have a set of policies and procedures regarding reported cases of child sexual abuse because it increases the sensitivity and responsiveness of the officer to the child's needs. These procedures not only act as a checklist to ensure that a child gets all the proper medical and psychological support, but also enhances the investigative procedure so that those cases brought to the department can be more efficiently and successfully prosecuted.

For example, Bellevue has a thorough set of procedures to guide detectives through their investigation. Once a detective is assigned to a case, he or she works with the child and the parents until the case is closed. The officer also arranges for the child to receive medical assistance if it is necessary. In some cases, borrowing from the "interdisciplinary team" approach of the Children's Advocacy Centers (see section above), the investigator may conduct a joint interview with an attorney in the Special Assault Unit of the King County Prosecutor's Office. This enables the child and the parent to become better associated with the court system and helps to build probable cause needed to prosecute the offender.

The Indianapolis (IN) Police Department also has a thorough set of procedures for handling cases involving abused, neglected, or dependent children. If sexual abuse is suspected by the responding officer, the officer requests for a Sexual Abuse or Family Abuse Unit to be dispatched to the scene. The Family Abuse/Sex Offense detective then works with a County Welfare Department caseworker in order to determine probable cause.

The Oxnard (CA) Police Department takes pains to respond to these victims with extreme care. It employs a non-sworn victim assistance person to work with the officers in meeting the needs of the child, and it has created a special "soft" interview room for in order to make the interviewing process more comfortable.

It is recognized that smaller departments may not have the means or the need to establish a special unit that handles child sexual abuse cases but they can ensure that a complete investigation is conducted by establishing a distinct set of procedures for child sexual abuse cases, procedures that stress the necessity to make the child feel secure and comfortable with the legal process. Short of creating a formal interdisciplinary team, all departments can strive to create a good working relationship with the prosecutor's office and child protective services to increase the likelihood of effective prosecution of offenders. And finally, all departments can draw from available resources within the community to help in such cases. For instance, the Monroe (WA) Police Department uses Child Interview Specialists from the nearby Providence Hospital Sexual Assault Center in

order to handle the its relatively high number of child sexual abuse cases. Such linkages not only help in meeting the forensic needs of the case but also bring the child to needed treatments specialists.

The Mesa (AZ) and Winston-Salem (NC) Police Departments both offer brochures on child abuse. The brochure distributed by the Mesa Police Department is addressed to adults in order to help them deal with the incident after it has occurred. The adult is taught how to approach the child in order to help the child get through the traumatic event of sexual abuse. The Winston-Salem brochure includes information on how to prevent child abuse from occurring, how to recognize signs of either physical or sexual abuse, how to choose a safe childcare facility, and resources where one can get help if their child is victimized.

Again, readers are referred to Appendix A for additional training resources.

Victims Who Are Members of Special Populations

Critical Findings: Law enforcement agencies should be aware of special populations within their community who may have unique needs or require special investigatory and helping techniques. This awareness can be achieved through diversity training and consideration of local special populations. In turn, the police will improve victim/ witness cooperation and enhance community relations.

“Special populations” consist of any group with a characteristic that may affect how law enforcement is able to serve members of that group. Examples include the disabled, members of racial, ethnic, and religious groups, and immigrants.

While it may be difficult for departments to design policies for every special population, departments can benefit from diversity and awareness training that teaches officers to be aware of issues that will affect how they communicate with members of these populations. An officer is much more likely to be effective in gaining a victim's cooperation if the officer is considerate of special concerns. For example, the officer may address the fact that certain immigrants are likely to be extremely distrustful of police, that some religious groups have customs which may affect how they interact with others, or that an interpreter may improve communication between an officer and a victim. Departments should consider designing policies which cover a special population of significant size within their jurisdiction, particularly if its members are more frequently victimized.

The police department in Centralia, Washington, has guidelines which respond to a number of special populations and considerations. For example, while the department is scrupulously cooperative with Federal agencies with which it works. Its policy on the subject of battered immigrant women recognizes that “immigrant, refugee, and undocumented victims of domestic violence are frequently threatened

“...designing policies which cover a special population of significant size within their jurisdiction, particularly if its members are more frequently victimized.”

CHAPTER TWO: PROMISING PRACTICES IN ACTION

with deportation by the abuser in order to prevent the victim from seeking protection and that consequently, the victim may be fearful of reporting the abuse to law enforcement." It goes on, "in order to receive police protection without fear of being reported to the Immigration and Naturalization Service (INS), the immigrant, refugee, or undocumented person who is the victim of an assault or other domestic violence should not be asked to discuss their immigration status with the police. A victim of domestic violence is not violating criminal laws by living as undocumented in the United States but, rather is in potential violation of civil immigration laws."

The department also has guidelines for officers who must confront language or communication barriers. Officers are instructed to request qualified interpreters at the scene of a domestic violence incident when language or communication barriers exist. Qualified interpreters include state certified interpreters, the American Telephone and Telegraph language bank for multiple languages, and the Washington Telecommunications Relay Service for the Deaf, Deaf-Blind, and hearing impaired. The guidelines state that appropriate interpreters do not include: the abuser, family members, children, friends, or law enforcement, and that the use of inappropriate interpreters compromises the integrity of the case and the safety of the victim.

The Menomonee Falls (WI) Police Department employs a series of directives specifying procedures for checking on the personal welfare of persons at risk, including the homeless and people of advanced age or with disabling conditions.

The Olympia (WA) and Dover (DE) departments have protocols that address victims with special needs, including persons with mentally or physically disabling conditions, persons with impaired hearing, and child and elderly abuse cases. The Everett (WA) Police Department provides transportation services for victims going to court by arranging for free bus passes, and has helped develop a practice by the courts in adjusting hearing schedules to free up a courtroom for child care for victims and witnesses. To assist victims in addressing the harm they have suffered, the Greenwood (CO) Police Department provides community-based conflict resolution services in the tradition of restorative justice. And to serve and educate two minority populations in its community, the West Warwick (RI) Police Department makes domestic violence brochures and pamphlets available in Spanish and Portuguese.

*"...provides
community-based
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restorative
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CHAPTER THREE: OVERCOMING IMPLEMENTATION OBSTACLES

Here we address three questions for the interested executive or planner: what is the most common obstacle to effectively implementing victim-oriented changes in a law enforcement agency, what can be done during the planning phase to minimize that obstacle, and what additional implementation approaches are most useful in starting a victim-oriented initiative.

TAKING ON THE MAJOR OBSTACLE

The literature on community policing is very candid in laying out for law enforcement executives the implementation problems they face in trying to adopt a full-blown community policing approach in their departments. The extensive planning, training, monitoring, and evaluations that are recommended are almost all aimed at developing a new organizational culture. That the old one is seen as an obstacle should not be surprising — after all, the vast majority of every department's officers were drawn to that profession largely because traditional approaches to police work, with its primary emphasis on catching criminals after they had done their misdeeds, were very appealing. Compounding the difficulty of selling the new model of policing, with an emphasis of proactive, preventative problem-solving with the aid of community groups, is that it asks officers at times to take on roles that some would label "community organizer" or "social worker."

Those who seek to initiate victim-oriented programs and policies in a law enforcement agency face the same problems of organizational culture — only on a significantly reduced scale. Victim-oriented initiatives do represent change, and they certainly have a "social work" dimension. But they also have attractions to law enforcement that help reduce resistance to this particular form of change. One early change agent within law enforcement articulated well the positive benefits of a well-conceived plan.

"Look, it's hard to have to say to a woman, 'Ma'am, I'm sorry your daughter was raped, but I've got to get back into service.'"

In the late 1970s, Chief of Detectives (later Police Chief) Peter Ronstadt of the Tucson Police Department made it possible for a crisis intervention team from another local agency to work with patrol officers at the crime scene. He explained his decision this way: "Look, it's hard to have to say to a woman, 'Ma'am, I'm sorry your daughter was raped, but I've got to get back into service.' If that officer can hand the case over right away to crisis counselors, it's going to make his job easier."

"... If the do-gooders are pros, we want them."

Today, police executives have far more reason to view victim-oriented changes in a positive light, since there are now thousands of victim advocates performing constructive, professional work side-by-side with law enforcement officers, and there are thousands of other victim-oriented policies and practices in law enforcement that meet the same "professional" standards. And for the planner worried about how the patrol force will respond to a victim-oriented initiative, there is this encouraging thought: thousands of departments have successfully made the

CHAPTER THREE: OVERCOMING IMPLEMENTATION OBSTACLES

transition to community policing, and if that can be done, so can the less challenging task of introducing victim-oriented changes in the department.

The comments that follow do not presume to guide a police or sheriff's department through the whole process of planning a new program — these skills are understood already to reside within the department. Instead, we will focus on two proven approaches to the planning of a victim-oriented initiative.

PLANNING VICTIM-ORIENTED PROGRAMS

The first and foremost tool to successful change is positive police leadership. Thus, whoever is the initiator of a proposal to start or expand a victims' program, the wisest first step is a meeting with the chief or sheriff in which the idea is presented with the initiator committed to doing whatever additional homework is needed to complete the plan, while looking to the departmental leadership to make any final plan seen to have the chief's or sheriff's support. In the departments whose promising practices we cite in this report, that support was evident in the Standard Operating Procedures and General Orders that pronounced the new policy or program. We were told that often the chief or sheriff also took other steps to ensure the initiative was taken seriously.

The first and foremost tool to successful change is positive police leadership.

Sometimes, the key executive is not the person at the very top but the person on top of the key unit, such as a precinct commander or the chief of detectives, who may warrant the special attention.

Leadership support is essential if a victim-oriented program is to be started or expanded efficiently and effectively — but clear directives from the top are not enough. Even when the initiator of the change is in fact the police chief or sheriff, or an official at the next level down — and these are the most typical initiators of such changes — that official should be satisfied that subordinate staff have done the proper groundwork before the initiative is launched.

When the leadership chooses to launch the planning process, it should consider inviting leaders of victim assistance programs in the community — the rape crisis center, domestic violence shelter, prosecutor's victim/witness program, child victim advocate program, even a victim assistance program in a neighboring law enforcement agency — as advisors in the planning. This is the second key ingredient to moving forward effectively.

Find out from the leaders of these agencies if the changes the department wants to make are the same as the advisors would recommend. If the programs have been around for some time, the department's planners can ask them to supply the most helpful information in their possession: who are the officers, of whatever rank, who are judged by the victim assistance program staff, volunteers, and clients as the most understanding of, and responsive to, victim needs. Then, inviting *those* officers to be part of the planning process will give it a nucleus of supportive insiders who can help place the program in a supportive environment.

CHAPTER THREE: OVERCOMING IMPLEMENTATION OBSTACLES

"...give it a nucleus of supportive insiders who can help place the program in a supportive environment."

"...almost all victim advocates have responded very positively to invitations to collaborate with a local department"

"Do not overlook any volunteers... over half the staff of NOVA began their careers as volunteer victim advocates..."

In the era before community policing, it was an unconventional chief or sheriff who would take such outsiders into their confidence. But today, such "community partnerships" are becoming commonplace. And forming such a partnership with the victim assistance community can have more payoffs than getting a fresh impression of the department's problems or a listing of the victim-oriented officers within the ranks. Here are other advantages in using these advisors in the department's efforts to become more customer-friendly.

First, almost all victim advocates have responded very positively to invitations to collaborate with a local department — they are typically pleased to be asked, become constructive contributors to the effort, and as the relationship grows more positive over time, they have proven to be influential supporters of the department's performance and mission.

Second, they are often good recruiting grounds for the hiring of any civilians that the program may eventually employ. Do not overlook any volunteers they might recommend. Note that over half the staff of the National Organization for Victim Assistance began their careers there as volunteer victim advocates, and that experience is shared by thousands of victim assistance programs nationwide.

Third, the department may find in the staff of these agencies talented and effective trainers to team teach, for example, crisis intervention skills to patrol officers and investigators. In fact, many departments now use these free training resources routinely in their roll-call and academy training programs — and even departments with in-house victim advocates who perform these training assignments often use colleagues from outside agencies as team teachers. (On this point, another pool of excellent team teachers that departments have used are the officers who have been identified as especially responsive to victims.)

And fourth, if the department's planned approach to improving victim services is through a collaboration with existing agencies, inviting those agencies in is the essential starting place.

The interaction between outside victim advocates and departmental staff helps to reduce staff skepticism towards victim-oriented services. It is prudent to keep all the initial meetings within the family, so to speak, as both groups get to know their members' strengths and weaknesses. It is helpful to be candid with the outsiders, saying that the department's leadership appreciates their willingness to help as advisors but that not all of them may have a natural affinity to work with sworn personnel, and so their roles may be limited.

The best advocates who work routinely with sworn officers are proud of their distinct profession — they are not "cop wanna-bes" — but convey the kind of respect for police work and a willingness to learn the police protocols that gets them welcomed into the informal fraternity surprisingly quickly.

All this presupposes that there is available an existing group of local victim assistance providers that can help the department plan its own program. That, of course, may not be true. Yet even in that situation, there is more help available

CHAPTER THREE: OVERCOMING IMPLEMENTATION OBSTACLES

than when law enforcement first began to get involved in the victim assistance field — when everyone in the field was having to invent the services on their own.

For in all probability, somewhere nearby are victim assistance programs — perhaps even law-enforcement-based programs — that can help the department plan its innovative services if the state Chiefs' or Sheriff's association cannot locate such a program, contact the Office for Victims of Crime Resource Center at 1 (800) 627-6872 or the National Organization for Victim Assistance at (202) 232-6682 for leads.

The secondary issues in planning are all obvious, and sometimes thorny. Where will the money to support the unit come from? If the department's budget cannot afford it, and state grant funds are not forthcoming (see suggestions in the next section), is there some way to help an outside victim assistance program work more closely with the department to accomplish the same goals? And if state grant funds are available, will the department face resentment from other local competitors for the funds if it is successful and they are not? Are there facilities to house the program? Will the program effectively generate more demand on already-over stressed programs, like domestic violence shelters, and if so, what can be done to mitigate that problem?

Again, collaboration with existing service programs may help the department think through the secondary planning issues, and the subsequent implementation issues.

The two constant points of advice which successful programs give for the implementation phase is, first, to have whatever staff and volunteers are used to get maximum exposure to the officers from whom they get their cases, continuing the process of lowering the "cultural" barriers to such a program. That means hours of ride-alongs over many weeks, and on all shifts. It also means their giving an orientation on the program to all the affected officers. One program recalls that it got off to a particularly good start by giving its orientation talks to all three roll-call shifts on the same day — the officers took this as a gesture that the staff meant business.

The second basic advice was to insure the new staff were well trained. That means someone from the department needs to serve as a "field training officer" of sorts to acquaint the staff to the formal and informal expectations of the department, to learn how to properly use the police radio, and so forth. While some of this orientation occurs through ride-alongs, more formal educational opportunities should also be afforded the staff. A new program can face serious setbacks if the staff makes avoidable blunders in police protocol.

Perhaps more important, the staff needs training in crisis intervention techniques, preferably in a one- or two-week, pre-service course. In the next section are suggestions on how to access such training services.

Finally, on the nuts and bolts of planning and implementation — from the writing of job descriptions to establishing a case management system — the simplest advice is to borrow liberally from the materials of departments which have well-established victim assistance programs. Again, the next section suggests how to locate such departments.

One program recalls that it got off to a particularly good start by giving its orientation talks to all three roll-call shifts on the same day — the officers took this as a gesture that the staff meant business.

ADDITIONAL IMPLEMENTATION SUGGESTIONS

Many of the best practices described here require far more will than cash to replicate. That is certainly true of programs that seek to train first-line officers and investigators in the use of crisis intervention theory in the effective interviewing of victims and witnesses, and in building collaborative networks between the law enforcement agency and local victim assistance providers. However, in starting or expanding a department-based victim assistance program, many such units have been started with grant funds, and some are sustained in part with grants.

Funding

There are three primary sources of such funding outside of a department's own budget.

- The first is the victim assistance program of the Victims of Crime Act (VOCA), whose revenues (the Crime Victims Fund) are derived from fines, penalty assessments, and forfeited bail bonds collected from Federal offenders. Administered by the Office for Victims of Crime (OVC) in the U.S. Justice Department, the Crime Victims Fund supports several programs to help victims, the largest one being a formula-based grant program to the states to support local programs providing direct services to victims. Public and private agencies are eligible to receive subgrants from the state VOCA victim assistance administrator, based on a competitive funding system that the state administrator designs and runs.

Quite a number of law-enforcement based victim assistance programs have been started or sustained with VOCA subgrants — there were 138 VOCA-supported law enforcement victim assistance units in Fiscal Year 1996. See Appendix D for a 1997 listing of the state offices that administer VOCA victim assistance grants.

- A second source of federal support administered through the states is the Byrne Memorial block grant program. Its governing statute includes a host of anti-drug initiatives for law enforcement agencies, including an often-overlooked authorization to use its funds to assist "victims of drug-related crimes," which clearly would support victim assistance initiatives in low-income, urban areas where such crimes are most prevalent, for example. Also often overlooked are the list of authorized programs carried over from the old Law Enforcement Assistance Administration program, which includes victim assistance programs. Many state offices administering the VOCA program also administer the Byrne Memorial competitive grant program; if not, the VOCA administrator can refer a caller to the right office.
- Third, the federal Violence Against Women Grants Office provides funds to local programs working on domestic violence, sexual assault, and stalking, for example. The Violence Against Women Grants Office can be reached at (202) 307-6026.

Departments may also be concerned about obtaining training for their officers and other personnel on victim issues. We offer the following and also refer readers to Appendix A for a short list of materials to Appendix B contact information on additional training resources.

- As this is being written, OVC is planning a number of initiatives to expand the availability of training and technical assistance to agencies hosting victim assistance programs. To find out what is available through that source, contact OVC's Resource Center at (800) 627-6872, which also has a number of training manuals, videotapes, and the like, that can be of use.

- Many states have victim assistance networks with annual training conferences, while many state VOCA assistance administrators also host such training events. The VOCA administrator's office will be a good place to find out what is available. Note that the annual, week-long conference hosted by the National Organization for Victim Assistance always has a law enforcement workshop track; contact NOVA at (202) 232-6682 for more information.

- Perhaps the most fertile grounds for getting customized help are other law enforcement agencies with well-established programs. Their forms, policies, and procedures are probably a good first draft for a department needing these, and they may even have some advanced (and lendable) technology for doing victim notifications, for example. See Appendix C for contact information on departments referenced in this volume. Also, some of these programs sponsor volunteer training courses through the year, or use another agency's training programs, and these may be available to the requesting department. As mentioned above, contact the state Chiefs' or Sheriffs' Association, call the OVC Resource Center or NOVA.

CHAPTER FOUR: SURVEYS AND FINDINGS

There have been three surveys conducted by IACP and NOVA that have contributed to the findings in this document and to the compilation of promising practices.

SURVEY I: INFORMAL MAILED SURVEY ON VICTIM ASSISTANCE OF DEPARTMENTS WITH MORE THAN 100 SWORN OFFICERS

As the first stage of developing a national scope training on implementation of victim services within community policing under a cooperative agreement between NOVA, IACP, and OVC, an informal letter of request for information was mailed to approximately 700 police departments that each have more than 100 sworn officers. The letter requested materials on victim service and interviewing training, general orders or procedural guidelines regarding victim service and information on in-house victim assistance units or other related programs. Ninety-four responses were received. [NOTE: No follow-up calls were made to the informal request, thus the low response rate.]

The most common response were standardized CALEA policy statements on victim assistance, which 76 departments returned, but more than half of the departments (58) also sent additional materials. Many departments have also created a full-time victim advocacy position or a LEVA program. While some of these serve only to assist victims with applying for crime victim compensation, many aim to help with the emotional trauma involved as well.

Many departments also sent pamphlets designed to educate victims, their friends and family, and the general public. Covered topics included domestic or family violence, acquaintance or date rape, and the legal system. Another source routinely made available to victims was a list of community based victim assistance programs, such as rape crisis or domestic violence organizations.

Examples of innovative strategies in victim assistance collected from this survey and the third survey described below are included in Chapter Two, "Promising Practices in Action."

SURVEY II: INFORMAL TELEPHONE SURVEY TO DEPARTMENTS WITH FEWER THAN 25 SWORN OFFICERS

The second survey was conducted by telephone in the summer of 1995 by IACP. The purpose of the informal survey was to determine the special needs and obstacles that very small police agencies have in serving victims.

The callers asked to speak to someone qualified to answer questions relating to policies about victim assistance, and then asked a series of questions, which are listed in Appendix E. The open-ended nature of the questions, and perhaps also the informality of conducting a survey by telephone, allowed respondents to state both the positive and negative aspects of their efforts. Many frustrations were revealed. A brief summary of the findings from the 19 respondents are:

SUMMARY OF THE FINDINGS FROM THE 19 RESPONDENTS TO THE SURVEY OF SELECTED DEPARTMENT WITH FEWER THAN 25 SWORN OFFICERS

1. Roughly 70% had a standardized victim service policy.
2. 60% cited various problems encountered when offering services, such as:
 - having inadequate facilities to provide services,
 - victims' fear of reprisals if it was found out they pressed charges or were going to testify,
 - limited availability of community victim assistance, especially in rural areas and when abuse occurs "after hours,"
 - lack of shelters for women and children, and
 - time constraints, including waiting for a magistrate to sign a warrant or for a victim advocate to arrive.
3. Almost none of the departments claimed to provide any follow-up services.
4. The majority were not currently implementing community policing; the few that were said that it did aid in their treatment of victims.
5. Most departments rely on state and/or local services for training, policies, and assistance.
6. A number of chiefs said police officers cannot be expected to perform "social work."
7. Lack of finances was explained as a reason for not adopting and implementing policies.
8. The most commonly cited problem was the incompatibility of most model policies with the needs and limitations of small departments.

SURVEY III: WRITTEN QUESTIONNAIRE ON VICTIM-ORIENTED PRACTICES IN DEPARTMENTS OF UNDER 100 SWORN OFFICERS

The results of the third survey were often in sharp contrast to the second, in that we found many equally small departments that are carrying out intensive, effective victim assistance programs, although some expressed some of the same frustrations about lack of financial and community resources. One difference may be that in the following survey, the questionnaire was targeted to police departments that IACP or NOVA had been told were most likely proactive on victim service issues.

The third explored the practices of middle to small size departments (ranging from three to 100 sworn officers), with the notion that if they could manage their financial and human resources to be able to provide effective victim assistance, departments of all sizes would have models.

The third survey, in the summer of 1996, was conducted by mailing a five-page questionnaire with a cover letter to over 330 targeted local and Bureau of Indian Affairs law enforcement agencies with fewer than 100 sworn officers.

Fifty-four departments responded, and four with more than 100 sworn officers were eliminated. [Note: The relatively low response rate to this detailed document may indicate a lack of centrally-controlled victim information, and that there was not telephone follow-up to non-responders.] The majority of the departments served jurisdictions with populations between 10,000 and 75,000.

The questionnaire contained over 130 items for check-off and requests for sample policies, training manuals, brochures, etc. It also asked for descriptions of the staffing of victim assistance units, unwritten practices, training of specialized victim assistance personnel as well as officers and detectives, their use of volunteers, any programs they wanted to highlight, and, lastly, for an opinion of the department's victim assistance efforts. The full questionnaire with the response rate for each check-off item is contained in Appendix F. Some of the statistical results are described in the Critical Elements section of Chapter One. A detailed analysis of the responses to these surveys has been prepared by NOVA and IACP and the 21-page report is available upon request to NOVA.

The responses to these various categories indicated that — of these responding departments — a substantial effort is being directed towards serving the needs of victims. Very few departments were not making at least some effort to respond sensitively to crime victims and to develop information and referral systems that facilitate victims being able to exercise their rights and find resources to assist in their recovery.

As described in detail in the Chapter Two, "Promising Practices in Action," the respondents use a variety of efforts to develop their sensitivity and services to victims. In this section, we summarize some of the more interesting results of the responses not previously discussed.

CHAPTER FOUR: SURVEYS & FINDINGS

Services Provided By The Law Enforcement Agency

- Four out of five connect their victims with the prosecutor's victim assistance program.
- Sixty-four percent of the departments provide death notification using trained personnel and special protocols, yet only 44% indicated that their personnel is provided training. It is not clear if the disparity is due to a practice of having only a few members both trained in and performing death notification.
- Seven out of ten departments provide assistance to both sworn and civilian staff who are victims of crime on or off duty, but only 28% provide training for this service. It would be helpful that while personnel are learning about the trauma of crime and crisis, some time is given to role-playing that sensitizes them to the needs of fellow officers that may be victims.
- For forty-eight percent (48%), following-up to see if victims were able to use referrals is an informal practice, while 26% have a written directive to do so, and another 12% indicate that follow-up is done on an officer's own initiative. Sixty-two percent of these departments have victim assistance personnel conduct referral follow-up, while 38% use uniformed officers and 30% use detectives to perform this function.

Information For Victims On Assistance, Their Rights And The Criminal Justice System

- The questionnaire asks both about the kinds of information provided to victims and if officers have training in these subjects. The results follow:

INFORMATION	TRAINING	
96%	72%	victim assistance services
92%	66%	victim rights under state and federal law
86%	58%	status of ongoing investigation
80%	70%	police procedures
80%	58%	criminal justice process
76%	50%	crime victimization
72%	34%	victim compensation: information sheets and applications
62%	30%	victim compensation: file police reports with compensation agency

Staffing of Victim Assistance Efforts

- Three out of five departments have staff dedicated to victim assistance. Seven others, or another 14%, indicate that their department philosophy is that all officers and detectives are expected to provide victim

assistance, and most provide some training on these issues to all officers and detectives.

Citizen/Community Involvement And Outreach

Use of Volunteers

- Thirty-four percent (34%) recruit and/or train volunteers to support their victim assistance efforts.
- In one department, volunteers produce the equivalent of 2.7 full-time employees and the equivalent of 5.5 full-timers in another.
- Volunteers are used for everything from office support to professional counseling, courtroom advocacy, research, crisis counseling, research, and information/referral and follow-up.

Community Outreach & Partnerships and Public Education

- Seventy-six percent of the respondents participate in three of the categories listed: task forces addressing victim issues, community education efforts, and the regularly sharing between agencies of information on individual cases while acting as a liaison or performing follow-up on given victims.
- More than half (54%) cross-train with other agencies.
- In 42% of these jurisdictions, police participate in joint-agency crisis response teams that provide on-the-scene counseling for victims.
- Almost a third of the responders (30%) offer citizen police academies with a segment on victim issues.

APPENDIX A

TRAINING MATERIALS & RESOURCES

PUBLICATIONS FROM THE NATIONAL CLEARINGHOUSE ON CHILD ABUSE AND
NEGLECT (NCCAN)

To order one or more of the User Manuals, contact the Clearinghouse by e-mail at nccanch@calib.com or call 800-394-3366. The User Manual Series is an expanding training resource that currently includes 15 volumes, available in print or on disk, which address a range of child maltreatment issues. Written materials are designed to be reproduced and are FREE. Manuals on disk are formatted in WordPerfect 5.1 and are \$5.00 each. Volumes of particular interest to law enforcement victim assistance providers include the following volumes, which are described in detail below.

***A Coordinated Response
to Child Abuse and
Neglect: A Basic Manual***

This first volume in the User Manual Series lays a foundation of knowledge upon which other manuals in the series build as they address more specialized topics. It gives professionals and nonprofessionals an understanding of basic child protection principles, tasks, and practices. Topics include: definitions of child abuse and neglect; scope, causes, and effects of child maltreatment; Federal and state and community responsibility for child protection; strategies for enhancing collaboration and coordination among community agencies and services; roles and responsibilities of professionals involved in the child protection system; and prevention strategies.

***Crisis Intervention in Child
Abuse and Neglect***

This guide is for child protective services caseworkers but may benefit others involved in child protection such as law enforcement officers or health care providers. The manual describes the territory, principles, and methods of crisis intervention with Child Protective Services cases and distinguishes between the terms "crisis intervention" and "emergency services." Topics include: the goals and steps of intervention, assessment of the causes of the crisis and of future risk to the children, approaches and techniques of crisis intervention, termination and follow-up services, crisis intervention worker, and family-centered response models.

APPENDIX A

<i>The Role of Law Enforcement in the Response to Child Abuse and Neglect</i>	This volume is a resource for law enforcement personnel assigned to child maltreatment investigations and for the professionals who work with them, especially child protective services caseworkers. The manual gives an overview of the child protection system, outlines the diverse roles played by law enforcement professionals in combating child maltreatment, describes issues and strategies associated with collaboration, and outlines unique aspects of investigation child maltreatment cases. Topics include: rights of parents and children in judicial proceedings, powers of the courts, proof of child maltreatment in court, professionals as witnesses in sexual abuse cases, and children as witnesses.
<i>Working with the Courts in Child Protection</i>	This guide is for professionals without formal legal training who must interact with the legal system. The manual also is a resource for volunteers and concerned citizens. The manual provides basic information about the various court systems, explains recent developments in law affecting child protection, and gives practical examples and tips to help professionals successfully fulfill their court-related responsibilities. Topics include: the investigative process, factors in deciding whether abuse has occurred, interviews of children, special investigative techniques, and issues in making arrests.
<i>Child Neglect: A Guide for Intervention</i>	The Guide is a resource for child protective services workers, child care providers, educators, mental health services providers, law enforcement personnel, and other professionals. Topics include: definitions, causes, and consequences of neglect; guidelines for assessment and intervention; primary, secondary, and tertiary prevention strategies; and social policy issues.
<i>Child Sexual Abuse Intervention and Treatment Issues</i>	This volume is designed for any professional who may encounter suspected child sexual abuse. Topics include: professional and personal issues associated with working in the field of child sexual abuse investigations; scope, effects, and indicators of child sexual abuse; structure of child sexual abuse investigations; risk assessment, interview techniques, and criteria for substantiating child sexual abuse; and causal models and treatment issues for the victim, the offending parent, and the non-offending parent.

POLICE EXECUTIVE RESEARCH FORUM (PERF) PRODUCTS AND PUBLICATIONS

*To order publications, request review copies, or be added to the publications mailing list, contact PERF by phone, 888-202-4563 or fax 202-466-7826. Prices are effective as of 11/96. Of particular interest in the victim assistance area is the series **Police Response to Special Populations**, which includes the following:*

The Police Response to the Homeless: A Status Report

This Report elaborates on the various conflicts police officers face in trying to fulfill their obligations to protect individual rights and provide for the needs of those living on the nation's streets, while also responding to the demands of the community at large. Authors Plotkin and Narr report the findings of surveys and on-site studies of police departments across the country, clarifying current police attitudes toward and responses to the homeless. [Martha R. Plotkin and Tony Narr, 1993; 312 pp., \$23.95]

Innovative Training Package for Detecting and Aiding Victims of Domestic Elder Abuse

The nation's elderly population is expected to steadily increase well into the 21st century. Police will be asked to serve this growing population, including elder abuse victims. Developed through a grant from the Office of Victims of Crime, PERF's training package provides practical information about the police response to domestic elder abuse, from the initial call for service to the closing of the case. The training package includes instructors' and participants training manuals, a model roll-call training bulletin, model procedures, a model response and investigative protocol, a model policy, a review of previous research, and an assessment of other training materials. All materials can be adapted to the needs of individual jurisdictions and come with limited permission to reproduce the materials, [1993; 474 pp., \$49.95, members; \$55.00, non-members.]

A Time for Dignity: Police and Domestic Abuse of the Elderly

Based on an extensive survey of over 175 police departments in 45 states, A Time for Dignity concludes that, due to a lack of adequate data and low police awareness, there is an uneven and sometimes inadequate law enforcement response to crimes associated with elder abuse. In the hope that better education of police will help alleviate the problem, the report includes examples of training curricula, policies and procedures, and descriptions of police programs that have been successfully implemented across the country. [Martha R. Plotkin, 1988; 112 pp., \$10.50, members; \$11.50, non-members]

APPENDIX A

<p><i>Take Another Look: Police Response to People with Seizures and Epilepsy</i></p>	<p>This videotape and curriculum were produced through a grant from the Civil Rights Division of the U.S. Department of Justice and are designed to help officers distinguish between seizure-related behavior and behavior caused by substance abuse or other conditions. It features a two-part training videotape with footage of actual seizures suitable for roll-call or in-service training, and a written training curriculum with six separate training modules that allow police trainers to tailor training to meet their departments' needs. [PERF and the Epilepsy Foundation of America, 1993; Videotape: \$10, Training Curriculum: 95 pp., \$8, Special Offer: Video and Curriculum for \$15. Same prices for members/non-members.]</p>
<p><i>Managing Persons With Mental Disabilities: A Curriculum Guide for Trainers</i></p>	<p>This training curriculum is designed to improve the ability of police officers to respond to calls involving people with mental disabilities. The 16-hour curriculum is intended for use in police recruit training programs, but can easily be modified for in-service and specialized training classes. [Gerard Murphy, 1989; 91 pp., \$10, members; \$11, non-members. The curriculum can be purchased together with Special Care at a reduced price of \$20 for both.]</p>
<p><i>Special Care: Improving the Police Responses to the Mentally Disabled</i></p>	<p>Special Care reports on a one-year study that examined the police role in managing encounters with people who are mentally disabled. It includes documentation of the reasons for increased police contacts with the mentally disabled; a literature review of previous research and studies; a survey of police policies, procedures and training; and a description of several exemplary programs on police-mental health cooperation. The book also recommends appropriate policies and procedures, ways to improve training, and suggestions for productive relationships with mental health service providers. Appendices include a discussion of the types of mental disabilities, state law commitment criteria, sample directives, and an information collection instrument for officers and communications personnel.</p>
<p><i>Dispute Resolution and Policing: A Collaborative Approach Toward Effective Problem Solving</i></p>	<p>Today's police are called upon to handle an increasingly diverse array of community problems, some of which they lack the authority or expertise to resolve. Consequently, some law enforcement agencies have turned to dispute resolution as a means for working with professionals from other fields to develop new problem-solving strategies. The authors discuss dispute resolution techniques and use case studies to illustrate how some agencies have successfully used dispute resolution to address recurring problems. [Ron Glensor and Alissa Stern, 1995; 16 pp., \$5]</p>

MOTHERS AGAINST DRUNK DRIVING (MADD) DEATH NOTIFICATION TRAINING MATERIALS

Mothers Against Drunk Driving, the Office for Victims of Crime, and Law Enforcement Television Network offer trainers Death Notification materials. There is separate curriculum for each of the following: law enforcement, mental health counselor/victim advocate, clergy/funeral director, and medical/EMT professionals. Each is designed for a four to six hour seminar which includes a full training narrative, an annotated bibliography, handouts, and copy for overhead transparencies. Also available is a color VHS video which contains a 30-minute segment on Grief and Mourning Reactions Among Homicide Survivors and a 30-minute segment on Notification Procedures. The video focuses on law enforcement, but is applicable to all notifiers.

The materials were revised in 1996 and prices as of May, 1997, are \$7.00 for each curriculum and \$12.00 for the video. To order, either mail orders to the MADD Fulfillment Center, 8220 Ambassador Row, Dallas, Texas 75247; phone 800-667-2619; or fax 214-638-7833.

NATIONAL ORGANIZATION FOR VICTIM ASSISTANCE

(202) 232-6682

Responding to Communities in Crisis: The Training Manual of the Crisis Response Team, 2nd Ed.

This volume explores the emotional aftermath of such crises as mass murders, natural disasters, and any other catastrophe affecting a community. The manual is organized in an outline format providing the theoretical framework and clear guidelines for acting on such disasters. Since 1987, NOVA has conducted training institutes on community crisis response, and maintains a National CRT which has responded to nearly 100 crises around the globe. This manual is used as the textbook and resource manual for the training of these responders. [2nd edition pending 1997]

ADDITIONAL ORGANIZATIONAL RESOURCES

To order research and training materials from the National Institute of Justice, the Bureau of Justice Statistics, the Office of Juvenile Justice and Delinquency Prevention, or the Bureau of Justice Assistance, or to obtain a catalog of the publications of these agencies, contact the National Criminal Justice Reference Service at 800-851-3420 or www.ncjrs.org.

APPENDIX B

FUNDING RESOURCES

NATIONAL

Violence Against Women Grant Office	(202) 307-3595
Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program	(202) 305-2088
Community-Oriented Policing Services (COPS) Response Center	(800) 421-6770

STATE LEVEL FUNDING

Please see the next page.

**STATE AGENCIES ADMINISTERING THE
DEPARTMENT OF JUSTICE/OFFICE OF JUSTICE PROGRAMS
FORMULA GRANT PROGRAMS**

KEY:	
BJA – Bureau of Justice Assistance	OJJDP – Office of Juvenile Justice & Delinquency Prevention
OVC – Office for Victims of Crime	VAWGO – Violence Against Women Grants Office
VOCA – Victims of Crime Act	

STATE	VOCA VICTIM COMPENSATION FORMULA GRANT PROGRAM	VOCA VICTIM ASSISTANCE FORMULA GRANT PROGRAM	STOP VIOLENCE AGAINST WOMEN FORMULA GRANT PROGRAM	EDWARD BYRNE FORMULA GRANT PROGRAM	OFFICE OF JUVENILE JUSTICE & DELINQUENCY PREVENTION FORMULA GRANT PROGRAM
ALABAMA	Alabama Crime Victims Compensation Randy C. Helms (334)-242-4007 OVC Contact: Toni Thomas (202) 616-3579	Alabama Department of Economic & Community Affairs G. Douglas Miller (334) 242-5843 OVC Contact: Toni Thomas (202) 616-3579	Alabama Department of Economic & Community Affairs Luke Marshall (334) 242-5803 VAWGO Contact: Kristen Gremmell (202) 305-2404	Alabama Department of Economic & Community Affairs G. Douglas Miller (334) 242-5891 BJA Contact: Sharron Fletcher (202) 305-2358	Alabama Department of Economic & Community Affairs Don Lee (334) 242-5820 OJJDP Contact: Mark Matese (202) 616-9870
ALASKA	Violent Crimes Compensation Board Nola K. Capp (907) 465-3040 OVC Contact: Celestine Williams (202) 616-3565	Council on Domestic Violence & Sexual Assault Jayne E. Andreen (907) 465-4356 OVC Contact: Celestine Williams (202) 616-3565	Council on Domestic Violence & Sexual Assault Jayne E. Andreen (907) 465-4356 VAWGO Contact: Paula Julian (202) 305-2379	Alaska State Troopers Catherine Katsel (907) 269-5082 BJA Contact: Heber Willis (202) 616-3456	Department of Health & Social Services Patricia Ware (907) 465-2112 OJJDP Contact: Greg Thompson (202) 616-3663
AMERICAN SAMOA	No Compensation Program	Criminal Justice Planning Agency Mike Satia [011] (684) 633-5221 OVC Contact: Celestine Williams (202) 616-3565	Criminal Justice Planning Agency La'auli A. Filoialii [011] (684) 633-5221 VAWGO Contact: Lauren Nassikas (202) 305-1792	Office of the Attorney General J. Craig Keener [011] (684) 633-4163 BJA Contact: Tami Lemon (202) 305-1764	Criminal Justice Planning Agency Vacant [011] (684) 633-5222 OJJDP Contact: Mark Roscoe (202) 616-3668

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ARIZONA	Arizona Criminal Justice Commission Rita J. Yorke (602) 542-1928 OVC Contact: Toni Thomas (202) 616-3579	Arizona Department of Public Safety Lynn Pirkle (602) 233-2480 OVC Contact: Toni Thomas (202) 616-3579	Governor's Office for Women Donna Irwin (602) 542-1755 VAWGO Contact: Paula Julian (202) 305-2379	Arizona Criminal Justice Commission Joseph R. Farmer (602) 542-1928 BJA Contact: Elizabeth Lahey (202) 305-2148	Governor's Division for Children Vicki Scott (602) 542-3191 OJJDP Contact: Greg Thompson (202) 616-3663
ARKANSAS	Crime Victims Reparations Board Ginger B. Bailey (501) 682-3660 OVC Contact: Marilyn Schwartz (202) 616-3210	Office of Intergovernmental Services Department of Finance & Administration Jerry Duran (501) 682-5206 OVC Contact: Marilyn Schwartz (202) 616-3210	Office of Intergovernmental Services Department of Finance & Administration Jerry Duran (501) 682-5206 VAWGO Contact: Kristen Gremmell (202) 305-2404	Office of Intergovernmental Services Department of Finance & Administration Gordon Burton (501) 682-1074 BJA Contact: Jeffrey Felton-Green (202) 514-8874	Department of Human Services Cheryl Moten (501) 682-1708 OJJDP Contact: Mark Matese (202) 616-9870
CALIFORNIA	State Board of Control Ted Boughton (916) 324-6629 OVC Contact: Celestine Williams (202) 616-3565	Governor's Office of Criminal Justice Planning Kirby Everhart (916) 327-3687 OVC Contact: Celestine Williams (202) 616-3565	Governor's Office of Criminal Justice Planning Lori Nosanow (916) 324-9216 VAWGO Contact: Heather Bergman (202) 305-2381	Governor's Office of Criminal Justice Planning Glenn E. Johnson (916) 324-9166 BJA Contact: Tahitia Barringer (202) 616-3294	Governor's Office of Criminal Justice Planning Kathryn Garcelon (916) 323-7734 OJJDP Contact: Mark Roscoe (202) 616-3668
COLORADO	Division of Criminal Justice Debbie Kasyon (303) 239-4402 OVC Contact: Toni Thomas (202) 616-3579	Division of Criminal Justice Candace Grosz (303) 239-5703 OVC Contact: Toni Thomas (202) 616-3579	Division of Criminal Justice Wendell Graham (303) 239-5728 VAWGO Contact: Lauren Nassikas (202) 305-1792	Division of Criminal Justice John Inman (303) 239-4442 BJA Contact: Heber Willis (202) 616-3456	Division of Criminal Justice Joseph Thome (303) 239-4437 OJJDP Contact: Mary Ann Queen (202) 616-3665
CONNECTICUT	Office of Victim Services Carol R. Watkins (860) 529-3089 OVC Contact: Fran Callanan (202) 616-2032	Office of Victim Services Carol R. Watkins (860) 529-3089 OVC Contact: Fran Callanan (202) 616-2032	Office of Policy & Management Gerald Stowell (860) 418-6403 VAWGO Contact: Edison Aponte (202) 307-3180	Office of Policy & Management Thomas A. Siconolfi (860) 566-3500 BJA Contact: Kelvin Buffaloe (202) 305-1762	Office of Policy & Management Gary Lukasewski (860) 418-6320 OJJDP Contact: Gabriela Scott (202) 616-3684
DELAWARE	Delaware Violent Crimes Compensation Board Ann L. DelNegro (302) 995-8383 OVC Contact: Jeff Kerr (202) 616-3581	Delaware Criminal Justice Council Corrine Pearson (302) 577-3697 OVC Contact: Jeff Kerr (202) 616-3581	Delaware Criminal Justice Council Cheryl Stallman (302) 577-3430 VAWGO Contact: Edison Aponte (202) 307-3180	Delaware Criminal Justice Council Tricia Peraino (302) 577-3466 BJA Contact: Susan Obuchowski (202) 305-2925	Delaware Criminal Justice Council Arthur Garrison (302) 577-3448 OJJDP Contacts: Carmen Roberts & Kathleen Crank (202) 616-3667

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DISTRICT OF COLUMBIA	Crime Victims Compensation Program Laura Banks Reed (202) 879-4216 OVC Contact: Jeff Kerr (202) 616-3581	Office of Grants Management & Development Janice Diggs (202) 727-6537 OVC Contact: Jeff Kerr (202) 616-3581	Office of Grants Management & Development Catherine Hargrove (202) 727-6554 VAWGO Contact: Kristen Gremmell (202) 305-2404	Office of Grants Management & Development Nancy Becker (202) 727-6537 BJA Contact: Frank Le Page (202) 307-6068	Board of Parole Doris Howard (202) 727-0074 OJJDP Contacts: Heidi Hsia (202) 616-3667
FLORIDA	Office of the Attorney General Compensation Bureau Mary Vancore (904) 414-3301 OVC Contact: Jeff Kerr (202) 616-3581	Office of the Attorney General Bureau of Advocacy & Grants Management Cynthia Rogers (904) 414-3300 OVC Contact: Jeff Kerr (202) 616-3581	Governor's Task Force on Domestic & Sexual Violence Robin S. Hassler, Esq. (904) 921-2168 VAWGO Contact: Edison Aponte (202) 307-3180	Bureau of Community Assistance Clayton Wilder (904) 488-8016 BJA Contact: Barbara Bodnar (202) 616-3295	Department of Juvenile Justice Greg Downing (904) 488-3302 OJJDP Contact: Thomas Bell (202) 616-3664
GEORGIA	Criminal Justice Coordinating Council Derek L. Marchman (404) 559-4949 OVC Contact: Jeff Kerr (202) 616-3581	Criminal Justice Coordinating Council John T. Clower (404) 559-4949 OVC Contact: Jeff Kerr (202) 616-3581	Criminal Justice Coordinating Council Michelle Freeman (404) 559-4949 VAWGO Contact: Kristen Gremmell (202) 305-2404	Criminal Justice Coordinating Council Derrick Marchman (404) 559-4949 BJA Contact: Barbara Bodnar (202) 616-3295	Children & Youth Coordinating Council Pete Colbenson (404) 656-1725 OJJDP Contact: Thomas Bell (202) 616-3664
GUAM	No Compensation Program	Department of Law Government of Guam David Gumataotao [011] (671) 475-3324 ext. 285 OVC Contact: Celestine Williams (202) 616-3565	Bureau of Women's Affairs Office of the Governor Cecilia Morrison [011] (671) 475-9162 VAWGO Contact: Heather Bergman (202) 305-2381	Bureau of Planning Office of the Governor Miki Leon Guerrero [011] (671) 472-8931 BJA Contact: Carolyn Green (202) 305-2356	Department of Youth Affairs Government of Guam Edward Chargualaf [011] (671) 734-3914 OJJDP Contact: Greg Thompson (202) 616-3663
HAWAII	Department of the Attorney General Laraine Koga (808) 586-1282 OVC Contact: Celestine Williams (202) 616-3565	Department of the Attorney General Adrian Kwock (808) 586-1282 OVC Contact: Celestine Williams (202) 616-3565	Department of the Attorney General Tony Wong (808) 586-1096 VAWGO Contact: Amit Sen (202) 305-2592	Department of the Attorney General Lari Koga (808) 586-1151 BJA Contact: Tahitia Barringer (202) 616-3294	Department of Human Services Carol Imanaka (808) 973-9494 OJJDP Contact: Mark Roscoe (202) 616-3668

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IDAHO	Idaho Crime Victims Compensation Program Fran Koch (208) 334-6070 OVC Contact: Celestine Williams (202) 616-3565	Idaho Department of Health & Welfare Celia Heady (208) 334-5580 OVC Contact: Celestine Williams (202) 616-3565	Idaho Department of Law Enforcement Steve Raschke (208) 884-7042 VAWGO Contact: Lauren Nassikas (202) 305-1792	Idaho Department of Law Enforcement Roberta Silva (208) 884-7040 BJA Contact: Tami Lemon (202) 305-1764	Department of Juvenile Corrections Sharon Harrigfeld-Hixon (208) 334-5111 OJJDP Contact: Mark Roscoe (202) 616-3668
ILLINOIS	Illinois Court of Claims Katherine Parker (217) 782-7101 OVC Contact: Marilyn Schwartz (202) 616-3210	Illinois Criminal Justice Information Authority Candice M. Kane (312) 793-8550 OVC Contact: Marilyn Schwartz (202) 616-3210	Illinois Criminal Justice Information Authority Candice M. Kane (312) 793-8550 VAWGO Contact: Ed Seighman (202) 305-2649	Illinois Criminal Justice Information Authority Candice M. Kane (312) 793-8550 BJA Contact: Erin Holbert (202) 616-8958	Department of Children & Family Services Anne Studzinski (312) 814-6880 OJJDP Contact: Kimberly Budnick (202) 307-2509
INDIANA	Indiana Criminal Justice Institute Gwendolyn Allen (317) 233-3383 OVC Contact: Marilyn Schwartz (202) 616-3210	Indiana Criminal Justice Institute Kimberly Howell (317) 233-3341 OVC Contact: Marilyn Schwartz (202) 616-3210	Indiana Criminal Justice Institute Kramer Justak (317) 232-7610 VAWGO Contact: Myrta Charles (202) 305-2977	Indiana Criminal Justice Institute Brian Liggitt (317) 232-2561 BJA Contact: Shani Freeman (202) 305-2354	Indiana Criminal Justice Institute Michael Wurster (317) 232-1233 OJJDP Contact: Mary Ann Queen (202) 616-3665
IOWA	Office of the Attorney General Crime Victim Assistance Division Kelly Brodie (515) 281-5044 OVC Contact: Marilyn Schwartz (202) 616-3210	Office of the Attorney General Crime Victim Assistance Division Virginia Beane (515) 281-5044 OVC Contact: Marilyn Schwartz (202) 616-3210	Governor's Alliance on Substance Abuse Janice A. Rose (515) 242-6379 VAWGO Contact: Myrta Charles (202) 305-2977	Governor's Alliance on Substance Abuse Janice A. Rose (515) 242-6379 BJA Contact: Kimberly Dolise (202) 305-2903	Division of Criminal & Juvenile Justice Planning Agency Lori Rinehart (515) 281-3995 OJJDP Contact: Mary Ann Queen (202) 616-3665
KANSAS	Office of the Attorney General Frank Henderson (913) 296-2359 OVC Contact: Toni Thomas (202) 616-3579	Office of the Attorney General Juliene A. Maska (913) 296-2215 OVC Contact: Toni Thomas (202) 616-3579	Office of the Attorney General Juliene A. Maska (913) 296-2215 VAWGO Contact: Myrta Charles (202) 305-2977	Kansas Criminal Justice Coordinating Council Ronald McVeigh (913) 296-0926 BJA Contact: Kimberly Dolise (202) 305-2903	Department of Social & Rehabilitation Services Jim Glass (913) 296-6670 OJJDP Contact: Kimberly Budnick (202) 307-2509
KENTUCKY	Crime Victims Compensation Board Jackie Howell (502) 564-7986 OVC Contact: Marilyn Schwartz (202) 616-3210	Kentucky Justice Cabinet Donna Langley (502) 564-7554 OVC Contact: Marilyn Schwartz (202) 616-3210	Kentucky Justice Cabinet Donna Langley (502) 564-7554 VAWGO Contact: Kristen Gremmell (202) 305-2404	Kentucky Justice Cabinet Debra McGovern (502) 564-7554 BJA Contact: Sharron Fletcher (202) 305-2358	Kentucky Justice Cabinet Debra Jung McGovern (502) 564-3251 OJJDP Contact: Thomas Bell (202) 616-3664

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LOUISIANA	Louisiana Commission on Law Enforcement Robert Wertz (504) 925-4437 OVC Contact: Toni Thomas (202) 616-3579	Louisiana Commission on Law Enforcement Rosanna Marino (504) 925-1757 OVC Contact: Toni Thomas (202) 616-3579	Louisiana Commission on Law Enforcement Alyce Lappin (504) 925-4443 VAWGO Contact: Edison Aponte (202) 307-3180	Louisiana Commission on Law Enforcement Debbie Maggio (504) 925-3513 BJA Contact: Jeffrey Felton-Green (202) 514-8874	Louisiana Commission on Law Enforcement Alyce Lappin (504) 925-4418 OJJDP Contact: Thomas Bell (202) 616-3664
MAINE	Department of Victims Compensation Program Deborah Shaw Rice (207) 626-8800 OVC Contact: Fran Callanan (202) 616-2032	Maine Department of Human Services Jeanette C.Talbot (207) 287-5060 OVC Contact: Fran Callanan (202) 616-2032	Maine Department of Public Safety David A. Giampetruzzi (207) 624-8758 VAWGO Contact: Edison Aponte (202) 307-3180	Maine Department of Public Safety David A. Giampetruzzi (207) 877-8016 BJA Contact: Frank Le Page (202) 307-6068	Department of Corrections Tom Godfrey (207) 287-4371 OJJDP Contact: Gabriela Scott (202) 616-3684
MARYLAND	Department of Public Safety & Correctional Services Esther Scaljon (410) 764-4094 OVC Contact: Fran Callanan (202) 616-2032	Maryland Department of Human Resources Adrienne Siegel (410) 767-7477 OVC Contact: Fran Callanan (202) 616-2032	Governor's Office of Crime Control & Prevention Debra Bright (410) 321-3521 ext. 330 VAWGO Contact: Edison Aponte (202) 307-3180	Governor's Drug & Alcohol Abuse Commission Greg Leyko (410) 321-3521 BJA Contact: Kelvin Buffaloe (202) 305-1762	Governor's Office of Crime Control & Prevention Jean Lewis (410) 321-3521 ext. 338 OJJDP Contacts: Heidi Hsia (202) 616-3667
MASSACHUSETTS	Office of the Attorney General Judith E. Beals (617) 727-2200 ext. 2251 OVC Contact: Fran Callanan (202) 616-2032	Massachusetts Office for Victims Assistance Heidi Ulrich (617) 727-5200 OVC Contact: Fran Callanan (202) 616-2032	Executive Office of Public Safety Rai Kowal (617) 727-6300 extension 305 VAWGO Contact: Kristen Gremmell (202) 305-2404	Executive Office of Public Safety Susan Foster (617) 727-6300 BJA Contact: Frank Le Page (202) 307-6068	Executive Office of Public Safety Lynn M. Wright (617) 727-6300 ext. 319 OJJDP Contact: Gabriela Scott (202) 616-3684
MICHIGAN	Crime Victim Services Commission Michael J. Fullwood (517) 373-0979 OVC Contact: Marilyn Schwartz (202) 616-3210	Crime Victim Services Commission Leslie O'Reilly (517) 373-1826 OVC Contact: Marilyn Schwartz (202) 616-3210	Michigan Department of Social Services Susan M. Kangas (517) 335-3931 VAWGO Contact: Myrta Charles (202) 305-2977	Office of Drug Control Policy Ardith DaFoe (517) 373-2952 BJA Contact: Gabrielle Meszaros-Parada (202) 307-6061	Michigan Family Independence Agency Ralph Monsma (517) 335-6315 OJJDP Contact: Kimberly Budnick (202) 307-2509
MINNESOTA	Crime Victims Reparations Board Marie Bibus (612) 282-6267 OVC Contact: Marilyn Schwartz (202) 616-3210	Department of Corrections Emilie Tan-Graf (612) 642-0221 OVC Contact: Marilyn Schwartz (202) 616-3210	Department of Corrections Donna McNamara (612) 643-3593 VAWGO Contact: Ed Seighman (202) 305-2649	Department of Public Safety Jeri Boisvert (612) 296-0922 BJA Contact: Lorraine Jenkins (202) 307-0710	Department of Economic Security Jerry Ascher (612) 296-8601 OJJDP Contact: Kimberly Budnick (202) 307-2509

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MISSISSIPPI	Mississippi Crime Victim Compensation Program Sandra K. Morrison (601) 359-6766 OVC Contact: Toni Thomas (202) 616-3579	Department of Public Safety Division of Public Safety Planning Charles Stamps (601) 359-7880 OVC Contact: Toni Thomas (202) 616-3579	Department of Public Safety Division of Public Safety Planning Herbert Terry (601) 359-7880 VAWGO Contact: Kristen Gremmell (202) 305-2404	Department of Public Safety Division of Public Safety Planning Herbert Terry (601) 359-7880 BJA Contact: Omar Mohammed (202) 305-1767	Department of Public Safety Division of Public Safety Planning Anthony Gobar (601) 359-7880 OJJDP Contact: Thomas Bell (202) 616-3664
MISSOURI	Division of Workers' Compensation Sandy Wright (573) 526-3511 OVC Contact: Marilyn Schwartz (202) 616-3210	Missouri Department of Public Safety Vicky Scott (573) 751-4905 OVC Contact: Marilyn Schwartz (202) 616-3210	Missouri Department of Public Safety Vicky Scott (314) 751-4905 VAWGO Contact: Ed Seighman (202) 305-2649	Missouri Department of Public Safety Kenneth Higgins (314) 751-4905 BJA Contact: Gabrielle Meszaros-Parada (202) 307-6061	Missouri Department of Public Safety Lisa Smith (573) 751-4905 OJJDP Contact: Mary Ann Queen (202) 616-3665
MONTANA	Montana Board of Crime Control Dara Lynn Smith (406) 444-3653 OVC Contact: Celestine Williams (202) 616-2032	Montana Board of Crime Control Wendy Sturm (406) 444-3604 OVC Contact: Celestine Williams (202) 616-2032	Montana Board of Crime Control Wendy Sturm (406) 444-3604 VAWGO Contact: Lauren Nassikas (202) 305-1792	Montana Board of Crime Control Cathy Kendall (406) 444-3604 BJA Contact: Carolyn Green (202) 305-2356	Montana Board of Crime Control Candace Wimmer (406) 444-3651 OJJDP Contact: Greg Thompson (202) 616-3663
NEBRASKA	Nebraska Commission on Law Enforcement & Criminal Justice Nancy Steeves (402) 471-2194 OVC Contact: Fran Callanan (202) 616-2032	Nebraska Commission on Law Enforcement & Criminal Justice Nancy Steeves (402) 471-2194 OVC Contact: Fran Callanan (202) 616-2032	Nebraska Commission on Law Enforcement & Criminal Justice Nancy Steeves (402) 471-2194 VAWGO Contact: Myrta Charles (202) 305-2977	Nebraska Commission on Law Enforcement & Criminal Justice Nancy Steeves (402) 471-2194 BJA Contact: Erin Holbert (202) 616-8958	Nebraska Commission on Law Enforcement & Criminal Justice Jeff Golden (402) 471-3687 OJJDP Contact: Mary Ann Queen (202) 616-3665
NEVADA	Nevada Department of Administration Bryan Nix (702) 486-2740 OVC Contact: Celestine Williams (202) 616-3565	Department of Human Resources Dr. Chris S. Graham (702) 688-1628 OVC Contact: Celestine Williams (202) 616-3565	Office of the Attorney General Jean M. Mischel (702) 486-3095 VAWGO Contact: Amit Sen (202) 305-2592	Department of Motor Vehicles & Public Safety Mary Lynne Evans (702) 687-5282 BJA Contact: Tahitia Barringer (202) 616-3294	Division of Child & Family Services Larry Carter (702) 687-5911 OJJDP Contact: Greg Thompson (202) 616-3663
NEW HAMPSHIRE	New Hampshire Department of Justice Susan Paige-Morgan (603) 271-1284 OVC Contact: Fran Callanan (202) 616-2032	New Hampshire Department of Justice Paul Doran (603) 271-1297 OVC Contact: Fran Callanan (202) 616-2032	New Hampshire Department of Justice Mark C. Thompson (603) 271-1234 VAWGO Contact: Edison Aponte (202) 307-3180	New Hampshire Department of Justice Paul Doran (603) 271-1297 BJA Contact: Steve Yonkers (202) 307-1232	New Hampshire Department of Health & Human Services Lynette Rose (603) 271-6562 OJJDP Contacts: Heidi Hsia (202) 616-3667

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NEW JERSEY	Victims of Crime Compensation Board Jim Casserly (201) 648-2107 ext. 7716 OVC Contact: Jeff Kerr (202) 616-3581	New Jersey Department of Law & Public Safety Kathleen A. Kauker-Lawrie (609) 984-7347 OVC Contact: Jeff Kerr (202) 616-3581	New Jersey Department of Law & Public Safety Gail Faille (609) 984-3880 VAWGO Contact: Edison Aponte (202) 307-3180	New Jersey Department of Law & Public Safety Dennis O'Hara (609) 292-5939 BJA Contact: Aleda Dugan (202) 307-0283	New Jersey Department of Law & Public Safety Terry Edwards (609) 530-5203 OJJDP Contact: Gabriela Scott (202) 616-3684
NEW MEXICO	New Mexico Crime Victims Reparation Commission Larry Tackman (505) 841-9432 OVC Contact: Toni Thomas (202) 616-3579	New Mexico Crime Victims Reparation Commission Larry Tackman (505) 841-9432 OVC Contact: Toni Thomas (202) 616-3579	New Mexico Crime Victims Reparation Commission Larry Tackman (505) 841-9432 VAWGO Contact: Amit Sen (202) 305-2592	Department of Public Safety Harold Byford (505) 827-9099 BJA Contact: Heber Willis (202) 616-3456	Children, Youth & Families Department Richard Lindahl (505) 827-7629 OJJDP Contact: Mark Roscoe (202) 616-3668
NEW YORK	New York Crime Victims Board Patricia Pouloupoulos (518) 457-8063 OVC Contact: Jeff Kerr (202) 616-3581	New York Crime Victims Board Peggy Donnelly (518) 457-1779 OVC Contact: Jeff Kerr (202) 616-3581	New York State Division of Criminal Justice Services Beth Ryan (518) 485-7913 VAWGO Contact: Kristen Gremmell (202) 305-2404	New York State Division of Criminal Justice Services Gary Schreivogel (518) 457-8462 BJA Contact: Steve Yonkers (202) 307-1232	New York State Division of Criminal Justice Services Laurie Stein (518) 485-7906 OJJDP Contact: Gabriela Scott (202) 616-3684
NORTH CAROLINA	North Carolina Victims Compensation Commission Gary B. Eichelberger (919) 733-7974 OVC Contact: Jeff Kerr (202) 616-3581	Governor's Crime Commission Barry Bryant (919) 571-4736 OVC Contact: Jeff Kerr (202) 616-3581	Governor's Crime Commission Barry Bryant (919) 571-4736 VAWGO Contact: Edison Aponte (202) 307-3180	Governor's Crime Commission Mark Jones (919) 571-4736 BJA Contact: Barbara Bodnar (202) 616-3295	Governor's Crime Commission Donna Robinson (919) 571-4736 OJJDP Contact: Thomas Bell (202) 616-3664
NORTH DAKOTA	Department of Corrections Division of Parole & Probation Paul J. Coughlin (701) 328-6195 OVC Contact: Marilyn Schwartz (202) 616-3210	Department of Corrections Division of Parole & Probation Paul J. Coughlin (701) 328-6195 OVC Contact: Marilyn Schwartz (202) 616-3210	Department of Health Division of Maternal & Child Health LaVerne Lee (701) 328-3340 VAWGO Contact: Ed Seighman (202) 305-2649	Bureau of Criminal Investigation Attorney General's Office Tammy Becker (701) 328-5500 BJA Contact: Shani Freeman (202) 305-2354	Division of Juvenile Services Terry Traynor (701) 258-4481 OJJDP Contact: Kimberly Budnick (202) 307-2509
NORTHERN MARIANA ISLANDS	No Compensation Program	Criminal Justice Planning Agency Joaquin T. Ogumoro [011] (670) 664-4550 OVC Contact: Celestine Williams (202) 616-3565	Criminal Justice Planning Agency Joaquin T. Ogumoro [011] (670) 664-4550 VAWGO Contact: Paula Julian (202) 305-2379	Criminal Justice Planning Agency Joaquin T. Ogumoro [011] (670) 664-4550 BJA Contact: Carolyn Green (202) 305-2356	Criminal Justice Planning Agency Gabriel Babauta [011] (670) 322-5092 OJJDP Contact: Greg Thompson (202) 616-3663

APPENDIX B

STATE	VOCA VICTIM COMPENSATION FORMULA GRANT PROGRAM	VOCA VICTIM ASSISTANCE FORMULA GRANT PROGRAM	STOP VIOLENCE AGAINST WOMEN FORMULA GRANT PROGRAM	EDWARD BYRNE FORMULA GRANT PROGRAM	OFFICE OF JUVENILE JUSTICE & DELINQUENCY PREVENTION FORMULA GRANT PROGRAM
OHIO	Victims of Crime Compensation Program Court of Claims of Ohio Sandra Stiffler (614) 466-7764 OVC Contact: Fran Callanan (202) 616-2032	Ohio Attorney General's Office Sharon Boyer (614) 466-5610 OVC Contact: Fran Callanan (202) 616-2032	Office of Criminal Justice Services Stephanie Graubner (614) 728-8738 VAWGO Contact: Edison Aponte (202) 307-3180	Office of Criminal Justice Services Karen Days (614) 466-7782 BJA Contact: Steve Yonkers (202) 307-1232	Office of Criminal Justice Services Julie Reutener (614) 752-4237 OJJDP Contact: Mary Ann Queen (202) 616-3665
OKLAHOMA	District Attorney Council Crime Victims Compensation Board Suzanne K. Breedlove (405) 557-6704 OVC Contact: Toni Thomas (202) 616-3579	District Attorney Council Suzanne K. Breedlove (405) 557-6704 OVC Contact: Toni Thomas (202) 616-3579	District Attorney Council Gayle Caldwell (405) 557-6707 VAWGO Contact: Ed Seighman (202) 305-2649	District Attorney Council Gayle Caldwell (405) 557-6707 BJA Contact: Lorraine Jenkins (202) 307-0710	Department of Juvenile Justice JaNeal Beougher (405) 530-2914 OJJDP Contact: Greg Thompson (202) 616-3663
OREGON	Department of Justice Crime Victims' Compensation Program Mary Ellen Johnson (503) 378-5348 OVC Contact: Celestine Williams (202) 616-3565	Department of Justice Crime Victims' Assistance Section Mary Ellen Johnson (503) 378-5348 OVC Contact: Celestine Williams (202) 616-3565	Criminal Justice Services Division Beverlee E. Venell (503) 378-3725 VAWGO Contact: Lauren Nassikas (202) 305-1792	Criminal Justice Services Division Beverlee E. Venell (503) 378-3725 BJA Contact: Tahitia Barringer (202) 616-3294	Commission on Children & Families Barbara Carranza (503) 373-1570 ext. 235 OJJDP Contact: Mark Roscoe (202) 616-3668
PENNSYLVANIA	Pennsylvania Commission on Crime & Delinquency Carol Lavery (717) 783-0551 ext. 3093 OVC Contact: Jeff Kerr (202) 616-3581	Pennsylvania Commission on Crime & Delinquency John Kunkle (717) 787-8559 ext. 3031 OVC Contact: Jeff Kerr (202) 616-3581	Pennsylvania Commission on Crime & Delinquency John Kunkle (717) 787-8559 ext. 3031 VAWGO Contact: Edison Aponte (202) 307-3180	Pennsylvania Commission on Crime & Delinquency Bob Donovan (717) 787-2040 ext. 8559 BJA Contact: Frank Le Page (202) 307-6068	Pennsylvania Commission on Crime & Delinquency Ruth Williams (717) 787-8559 ext. 3030 OJJDP Contacts: Heidi Hsia (202) 616-3667
PUERTO RICO	No Compensation Program	Attorney General's Office Felix Rivera Alicea (809) 723-4949 OVC Contact: Jeff Kerr (202) 616-3581	The Commission for Women's Affairs Lilia Luciano (809) 721-7676 VAWGO Contact: Edison Aponte (202) 307-3180	Department of Justice Astrid Conde-Ramirez (809) 725-0335 BJA Contact: Barbara Bodnar (202) 616-3295	Office of Youth Affairs Vilmette Mimo-Baralt (787) 721-5934 OJJDP Contacts: Carmen Roberts & Kathleen Crank (202) 616-3667
REPUBLIC OF PALAU	No Compensation Program	Ministry of Health Yusim Sato [011] (680) 488-1002 OVC Contact: Celestine Williams (202) 616-3565	No STOP Violence Against Women Program	No Edward Byrne Program	Republic of Palau Elizabeth Oseked [011] (680) 488-1218 OJJDP Contact: Greg Thompson (202) 616-3663

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RHODE ISLAND	General Treasurer's Office Barbara Boden (401) 277-2287 OVC Contact: Fran Callanan (202) 616-2032	Governor's Justice Commission Joseph L. Persia (401) 277-2620 OVC Contact: Fran Callanan (202) 616-2032	Governor's Justice Commission Barbara Tuchon (401) 277-4497 VAWGO Contact: Edison Aponte (202) 307-3180	Governor's Justice Commission David LeDoux (401) 277-2620 BJA Contact: Aleda Dugan (202) 307-0283	Governor's Justice Commission Elizabeth Gilheeny (401) 277-2620 OJJDP Contacts: Heidi Hsia (202) 616-3667
SOUTH CAROLINA	Office of the Governor Division of Victim Assistance Renee Graham (803) 734-1930 OVC Contact: Jeff Kerr (202) 616-3581	Office of Safety & Grants Barbara Jean Nelson (803) 896-8712 OVC Contact: Jeff Kerr (202) 616-3581	Office of Safety & Grants Barbara Jean Nelson (803) 896-8712 VAWGO Contact: Kristen Gremmell (202) 305-2404	Office of Safety & Grants Lisa A. Nine (803) 896-8708 BJA Contact: Omar Mohammed (202) 305-1767	Office of Safety & Grants Randy Grant (803) 896-8710 OJJDP Contact: Mark Matese (202) 616-9870
SOUTH DAKOTA	South Dakota Department of Social Services Ann Holzhauser (605) 773-6317 OVC Contact: Marilyn Schwartz (202) 616-3210	South Dakota Department of Social Services Susan Sheppick (605) 773-4330 OVC Contact: Marilyn Schwartz (202) 616-3210	South Dakota Department of Social Services Susan Sheppick (605) 773-4330 VAWGO Contact: Myrta Charles (202) 305-2977	Governor's Office of Operations Wanda L. Fergen (605) 773-6313 BJA Contact: Gabrielle Meszaros-Parada (202) 307-6061	Department of Corrections Dina Luke (605) 945-0118 OJJDP Contact: Kimberly Budnick (202) 307-2509
TENNESSEE	Division of Claims Administration Susan P. Clayton (615) 741-2734 OVC Contact: Toni Thomas (202) 616-3579	Department of Human Services Cresa L. Bailey (615) 313-4767 OVC Contact: Toni Thomas (202) 616-3579	Office of Criminal Justice Programs Marsha Willis (615) 741-8277 VAWGO Contact: Kristen Gremmell (202) 305-2404	Office of Criminal Justice Programs Marsha Willis (615) 741-8277 BJA Contact: Omar Mohammed (202) 305-1767	Tennessee Commission on Children & Youth William Haynes, Jr. (615) 741-2633 OJJDP Contact: Mark Matese (202) 616-9870
TEXAS	Crime Victims Compensation Division Office of the Attorney General Richard Anderson (512) 936-1200 OVC Contact: Toni Thomas (202) 616-3579	Criminal Justice Division Office of the Governor Glenn Brooks (512) 463-1919 OVC Contact: Toni Thomas (202) 616-3579	Criminal Justice Division Office of the Governor Carol Funderburgh (512) 463-1919 VAWGO Contact: Ed Seighman (202) 305-2649	Criminal Justice Division Office of the Governor Eddie Hebison (512) 463-1952 BJA Contact: Erin Holbert (202) 616-8958	Criminal Justice Division Office of the Governor Jim Kester (512) 463-1919 OJJDP Contact: Mark Matese (202) 616-9870
UTAH	Office of Crime Victim Reparations Dan R. Davis (801) 533-4000 OVC Contact: Toni Thomas (202) 616-3579	Office of Crime Victim Reparations Christine Watters (801) 533-4000 OVC Contact: Toni Thomas (202) 616-3579	Office of Crime Victim Reparations Christine Watters (801) 533-4000 VAWGO Contact: Heather Bergman (202) 305-2381	Commission on Criminal & Juvenile Justice Laura Lewis (801) 538-1060 BJA Contact: Tami Lemon (202) 305-1764	Commission on Criminal & Juvenile Justice Susan Burke (801) 538-1057 OJJDP Contact: Greg Thompson (202) 616-3663

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STATE	VOCA VICTIM COMPENSATION FORMULA GRANT PROGRAM	VOCA VICTIM ASSISTANCE FORMULA GRANT PROGRAM	STOP VIOLENCE AGAINST WOMEN FORMULA GRANT PROGRAM	EDWARD BYRNE FORMULA GRANT PROGRAM	OFFICE OF JUVENILE JUSTICE & DELINQUENCY PREVENTION FORMULA GRANT PROGRAM
VERMONT	Center for Crime Victims Services Lori Hayes (802) 241-1250 OVC Contact: Fran Callanan (202) 616-2032	Center for Crime Victims Services Lori Hayes (802) 241-1250 OVC Contact: Fran Callanan (202) 616-2032	Center for Crime Victims Services Jani Daum (802) 828-5456 VAWGO Contact: Kristen Gremmell (202) 305-2404	Vermont Department of Public Safety Captain Donald Ravenna (802) 244-8781 BJA Contact: Steve Yonkers (202) 307-1232	Vermont Agency of Human Services Planning Division Shirley Martin (802) 241-2953 OJJDP Contact: Gabriela Scott (202) 616-3684
VIRGINIA	Division of Crime Victims' Compensation Robert W. Armstrong (804) 367-8686 OVC Contact: Fran Callanan (202) 616-2032	Department of Criminal Justice Services Mandie M Patterson (804) 786-3923 OVC Contact: Fran Callanan (202) 616-2032	Department of Criminal Justice Services Stacy Ruble (804) 225-3900 VAWGO Contact: Edison Aponte (202) 307-3180	Department of Criminal Justice Services Joe Marshall (804) 786-1577 BJA Contact: Sharron Fletcher (202) 305-2358	Department of Criminal Justice Services Marion Kelly (804) 225-4072 OJJDP Contact: Mark Matese (202) 616-9870
VIRGIN ISLANDS	Criminal Victims Compensation Commission Ruth D. Smith (809) 774-1166 OVC Contact: Jeff Kerr (202) 616-3581	Law Enforcement Planning Commission R. Maria Brady (809) 774-6400 OVC Contact: Jeff Kerr (202) 616-3581	Law Enforcement Planning Commission R. Maria Brady (809) 774-6400 VAWGO Contact: Kristen Gremmell (202) 305-2404	Law Enforcement Planning Commission Helene Smollett (809) 774-6400 BJA Contact: Barbara Bodnar (202) 616-3295	Law Enforcement Planning Commission Flemon J. Lewis (809) 774-6400 OJJDP Contact: Thomas Bell (202) 616-3664
WASHINGTON	Crime Victim Compensation Program Cletus Nnanabu (360) 902-5340 OVC Contact: Celestine Williams (202) 616-3565	Department of Social & Health Services Susan Hannibal (360) 902-7994 OVC Contact: Celestine Williams (202) 616-3565	Department of Community, Trade & Economic Development Mary Brown (360) 753-9684 VAWGO Contact: Heather Bergman (202) 305-2381	Department of Community, Trade & Economic Development Kay Boyd (360) 586-0665 BJA Contact: Heber Willis (202) 616-3456	Department of Social & Health Services Rosalie McHale (360) 902-8110 OJJDP Contact: Mark Roscoe (202) 616-3668
WEST VIRGINIA	Crime Victims Compensation Fund John Fulks, Sr. (304) 347-4850 OVC Contact: Fran Callanan (202) 616-2032	Criminal Justice & Highway Safety Division Melissa Crawford (304) 558-8814 OVC Contact: Fran Callanan (202) 616-2032	Criminal Justice & Highway Safety Division Melissa Crawford (304) 558-8814 VAWGO Contact: Kristen Gremmell (202) 305-2404	Criminal Justice & Highway Safety Division Melissa Crawford (304) 558-8814 BJA Contact: Jeffrey Felton-Green (202) 514-8874	Criminal Justice & Highway Safety Division Angie Saunders (304) 558-8814 ext. 220 OJJDP Contact: Mark Matese (202) 616-9870
WISCONSIN	Office of Crime Victims Services Gillian Nevers (608) 266-6470 OVC Contact: Marilyn Schwartz (202) 616-3210	Office of Crime Victims Services Steve Derene (608) 267-2251 OVC Contact: Marilyn Schwartz (202) 616-3210	Office of Justice Assistance Stephen Grohmann (608) 266-7185 VAWGO Contact: Ed Seighman (202) 305-2649	Office of Justice Assistance Raymond J. Luick (608) 266-7282 BJA Contact: Lorraine Jenkins (202) 307-0710	Office of Justice Assistance Michael Derr (608) 266-7639 OJJDP Contact: Mary Ann Queen (202) 616-3665

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STATE	VOCA VICTIM COMPENSATION FORMULA GRANT PROGRAM	VOCA VICTIM ASSISTANCE FORMULA GRANT PROGRAM	STOP VIOLENCE AGAINST WOMEN FORMULA GRANT PROGRAM	EDWARD BYRNE FORMULA GRANT PROGRAM	OFFICE OF JUVENILE JUSTICE & DELINQUENCY PREVENTION FORMULA GRANT PROGRAM
WYOMING	Office of the Attorney General Crime Victims Compensation Commission Sylvia Bagdonas (307) 635-4050 OVC Contact: Celestine Williams (202) 616-2032	Office of the Attorney General Crime Victims Compensation Commission Sylvia Bagdonas (307) 635-4050 OVC Contact: Celestine Williams (202) 616-2032	Office of the Attorney General Gay Woodhouse (307) 777-7841 VAWGO Contact: Lauren Nassikas (202) 305-1792	Division of Criminal Investigation Sandra Mays (307) 777-7181 BJA Contact: Elizabeth Lahey (202) 305-2148	Department of Family Services Les Pozsgi (307) 777-5994 OJJDP Contact: Mark Roscoe (202) 616-3668

APPENDIX C

LAW ENFORCEMENT AGENCIES CITED IN COMPENDIUM

The following is a compilation of the law enforcement agencies that are mentioned in this volume. For further information about the department, or the specific practices cited in this report, please contact NOVA, IACP, or the department listed below. In cases where the Chief's name is given, it is suggested that callers might ask for the unit responsible for the particular practice or the development of protocols. In other cases, the name given is most likely the individual who returned a survey and that person might recognize the reference to the materials quickly.

ARIZONA

Flagstaff Police Department
Gerald C. Blair
Community Relations Supervisor
120 N. Beaver Street
Flagstaff, AZ 86001
(520) 556-2319

Mesa Police Department
Lars N. Jarvie, Chief
130 N. Robson Street
Mesa, AZ 85201
(602) 644-2211

ARKANSAS

Little Rock Police Department
Louie C. Caudell, Chief
700 W. Markham Street
Little Rock, AR 72201
(501) 371-4621

CALIFORNIA

Long Beach Police Department
Robert M. Luman, Chief
400 W. Broadway
Long Beach, CA 90802
(310) 570-7301

Los Angeles Police Department
Willie L. Williams, Chief
150 N. Los Angeles Street
Los Angeles, CA 90012
(213) 485-3202

Sacramento Police Department
Arturo Venegas, Jr., Chief
813 Sixth Street
Sacramento, CA 95814
(913) 264-5121

Santa Rosa Police Department
Salvatore V. Rosano, Chief
P.O. Box 1678
Santa Rosa, CA 95402
(707) 543-3559

COLORADO

Brighton Police Department
Brenda Fabian,
Coordinator of Victim Services
36 S. Main Street
Brighton, CO 80601
(303) 659-3322

Burlington Police Department
Kit Carson County Victim Advocate
Program
Charri McArthur, Program Director
1394 Webster Street
Burlington, CO 80807
(719) 346-8621

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Denver Police Department
Zoe Livingston-Poole, Director
Victim Assistance Unit
1331 Cherokee Street
Denver, CO 80204
(303) 640-3834

Estes Park Police Department
Debbie Emerine, Director
Victim Assistance
170 MacGregor Avenue
Estes Park, CO 80517
(970) 586-4465 x 3080

Greenwood Village Police Department
Barbara Crawford, R.N.,
Victim Assistance Coordinator
6060 S. Quebec Street
Greenwood Village, CO 80121
(303) 773-2525

Larimer County Sheriff's Department
Carol Steinbock
Victim Assistance Unit
223 So. Howes
Ft. Collins, CO 80522
(970) 498-5149

Chaffee County Law Enforcement Victim
Assistance Program
Deborah Papp, Victim Assistant Coordinator
P.O. Box 699
Salida, CO 81201
(719) 539-2814

DISTRICT OF COLUMBIA

D.C. Metropolitan Police Department
Larry D. Soulsby, Chief
300 Indiana Avenue, N.W., Room 5080
Washington, DC 20001
(202) 727-4218

DELAWARE

Dover Police Department
Major Keith Faulkner
400 S. Queen Street
Dover, DE 19901
(302) 736-7111

Wilmington Police Department
Samuel D. Pratcher, Chief
300 N. Walnut Street
Wilmington, DE 19801
(302) 571-4404

FLORIDA

Orange County Sheriff's Department
Kevin Beary, Sheriff
2400 W. 33rd Street
Orlando, FL 32802
(407) 836-3700

Pinellas County Sheriff's Department
Everett S. Rice, Sheriff
P.O. Box 2500
Largo, FL 34609
(813) 582-6200

Volusia County Sheriff's Department
Robert L. Vogel, Jr., Sheriff
P.O. Box 569
DeLand, FL 32721
(904) 736-5995

ILLINOIS

Carbondale Police Department
Pam Green, Crime Victim Advocate
P.O. Box 2047
Carbondale, IL 62902-2047
(618) 457-3200

Kankakee Police Department
Social Service Program
John R. Tate, Director
357 E. Chesnut Street
Kankakee, IL 60901
(815) 933-0469

LOUISIANA

Shreveport Police Department
Stephen W. Prator, Chief
1234 Texas Avenue
Shreveport, LA 71161
(318) 673-6900

MAINE

Portland Police Department
Michael Chitwood, Chief
109 Middle Street
Portland, ME 04101
(207) 874-8300

MARYLAND

Baltimore County Police Department
Thomas C. Frazier, Commissioner
601 E. Fayette Street
Baltimore, MD 21202
(410) 396-1155

Howard County Police Department
James N. Robey, Chief
3410 Courthouse,
Ellicott City, MD 21043
(410) 313-2203

NEW JERSEY

Manchester Township Police Department
Det. Lisa Parker
1 Colonial Drive
Lakehurst, NJ 08733
(908) 657-2009

NEW YORK

New York City Police Department
Howard Safir, Commissioner
One Police Plaza, 14th Floor
New York City, NY 10038

Oneida Indian Nation Police Department
Richard W. Swayze, Deputy Chief
213 Union Street
Oneida, NY 13421
(315) 361-6358

Rochester Police Department
Robert S. Warshaw, Chief
150 S. Plymouth Avenue
Public Safety Building
Rochester, NY 14614
(716) 428-7033

NORTH CAROLINA

Chapel Hill Police Department Crisis Unit
Jim Huegerich, Supervisor
828 Airport Road
Chapel Hill, NC 27516
(919) 968-2806

Charlotte-Mecklenburg Police Department
Dennis Nowicki, Chief
825 E. 4th Street
Charlotte, NC 28202
(704) 336-2337

Orange County Crisis Intervention Unit
Megan Pearson, Crisis Counselor
144 E. Margaret Lane
Hillsborough, NC 27278
(919) 644-3050

Raleigh Police Department
Mitchell W. Brown, Chief
110 S. McDowell Street
Raleigh, NC 27602
(919) 890-3385

Winston-Salem Police Department
George L. Sweat, Chief
725 N. Cherry Street
Winston-Salem, NC 27102
(910) 773-7700

OHIO

Cleveland Police Department
John J. Collins, Chief
1300 Ontario Street
Cleveland, OH 44113
(216) 623-5005

Worthington Police Department
Lt. Robert Oppenheimer
374 Highland Avenue
Worthington, OH 43085
(614) 885-4463

APPENDIX C

RHODE ISLAND

West Warwick Police Department
Mike Noski, Chief
1162 Main Street
West Warwick, RI 02893
(509) 967-3425

SOUTH CAROLINA

Greenville Police Department
David M. Bridges, Chief
4 McGee Street
Greenville, SC 29601
(864) 467-5310

TENNESSEE

Nashville Police Department
Emmett H. Turner, Chief
200 James Robertson Parkway
Nashville, TN 37201
(615) 862-7301

TEXAS

Arlington Police Department
David M. Kunkle, Chief
620 W. Division Street
Arlington, TX 76004
(817) 459-5700

Belton Police Department
Cecil Cospen, Captain
711 E. 2nd Avenue
Belton, TX 76513
(817) 933-5852

Harker Heights Police Department
Tammy Pearson, Officer
120 S. Harley Drive
Harker Heights, TX 76543
(817) 699-7600

Houston Police Department
Samuel M. Nuchia, Chief
61 Riesner
Houston, TX 77002

VIRGINIA

Chesapeake Police Department
Col. Ian M. Shipley, Jr., Chief
304 Albemarle Drive
Chesapeake, VA 23320
(804) 547-6404

Hopewell Police Department
Carla Wagstaff
Victim Witness Program Director
402 E. Poythress Street
Hopewell, VA 23860
(804) 541-2352

Loudoun County Sheriff's Department
Stephen O. Simpson, Sheriff
39 Catocin Circle, SE
Leesburg, VA 22075
(703) 777-0407

Norfolk Police Department
Melvin C. High, Chief
100 Brook Avenue
Norfolk, VA 23510
(804) 441-2428

Portsmouth Police Department
Dennis Mook, Chief
711 Crawford Street
Portsmouth, VA 23704
(804) 393-8257

Virginia Beach Police Department
Charles R. Wall, Chief
Municipal Center
Virginia Beach, VA 23456
(804) 427-4955

WASHINGTON

Algona Police Department
Carl Poschman, Chief
402 Warde Street
Algona, WA 98001
(206) 833-2743

Bellevue Police Department
Don Hansen, Captain
11511 Main Street
Bellevue, WA 98009
(206) 637-6171

Bellingham Police Department
R. Carroll
505 Grand Ave.
Bellingham, WA 98225
(360) 676-6916

Centralia Police Department
John Boren, Deputy Chief of Police
P.O. Box 609, 316 N. Pearl Street
Centralia, WA 98531
(360) 330-7680

Everett Police Department
Deb Williams, Domestic Violence Advocate
3002 Wetmore Avenue
Everett, WA 98201
(206) 259-0406

Kennewick Police Department
Randy Higgins, Sgt., Youth & Family Service
P.O. Box 6108
Kennewick, WA 99336-0108
(509) 585-4225

Monroe Police Department
Colleen Wilson, Chief
806 W. Main Street
Monroe, WA 98272
(360) 794-6300
fax: (360) 794-4007

Olympia Police Department
Deanna Bourgault
Victim Advocate Coordinator
P.O. Box 1967
Olympia, WA 98507-1967
(360) 753-8408

Redmond Police Department
Kristi Wilson, Police Officer
P.O. Box 97010
Redmond, WA 98073-9710
(206) 556-2545

Renton Police Department
Don Persson, Deputy Chief
Mill Avenue South
Renton, WA 98055
(206) 235-2515

Seattle Police Department
Gary Boulden
610 3rd Avenue
Seattle, WA 98104
(206) 684-5577

West Richland Police Department
Chief Mike Noski
3805 W. Van Giesen
West Richland, WA 99353
(509) 967-3425

WISCONSIN

Menomonee Falls Police Department
Sgt. Daniel F. O'Toole,
Community Service Unit
W156 N8480 Pilgrim Road
Menomonee Falls, WI 53501
(414) 251-9599

Oshkosh Police Department
June Oelke, Victim Witness Coordinator
420 Jackson Street, P.O. Box 1130
Oshkosh, WI 54902-1130
(414) 236-5723

APPENDIX D

**TELEPHONE SURVEY OF DEPARTMENTS WITH 25 OR LESS
SWORN PERSONNEL**

The researcher conducting the survey first asked to speak to a/the person in the department who could answer questions about the department's policies and practices relating to victims of violent crime. That person was then asked the following questions:

1. Does your department have standardized policies for the treatment of victims of violent and/or other crimes?
2. How were those policies developed? By whom?
3. Did you use examples from other departments? The IACP (Model Policies)? The Commission for Accreditation of Law Enforcement Agencies? Do these other departments provide model policies, training, and victim protocols to your department (e.g., handouts, training about county or statewide services and programs)?
4. Where are these policies kept (policy manual, general orders, other)? How do officers gain access to them (distribution, training keys, roll call, other)?
5. How are your officers trained in the use of these policies? Academy? In-service? Roll call? Other? What type of training do you think is most effective when presenting victim service policies?
6. What are some of the problems that you have encountered when providing services to victims? (examples might be crisis intervention, effective communication skills, referrals to counseling and victims services, handouts to victims: cards, brochures, etc.)
7. Assuming that (as a small department) it's critical to get your officer(s) back on patrol as quickly as possible, how are follow-up services provided to victims (particularly victims of violent crime/domestic violence/sexual assault)?
8. Have you found that providing victims with referral documents (treatment programs, judicial resources for orders of protection, etc.) is useful? Do victims follow up?
9. Has community policing (if your department is implementing it) had an impact on the overall type/quality of victim services provided by your officers?
10. Do you find that because you are a small department, you have to rely on an adjacent larger department (e.g., county or state) for training and victim services/programs? If so, which services?
11. As we develop model policies (and training curriculum) in this area, do you have any particular concerns you'd like to see us address?

APPENDIX E

COMPILATION OF SURVEY RESPONSES FROM 50 DEPARTMENTS
WITH FEWER THAN 100 SWORN PERSONNEL

Agency Name:	_____
Mailing Address:	_____
City/State/Zip:	_____
Contact Person/Title:	_____
Phone No:	_____
Fax No:	_____
Jurisdiction:	<input type="checkbox"/> Federal <input type="checkbox"/> State <input type="checkbox"/> County <input type="checkbox"/> City <input type="checkbox"/> Tribal <input type="checkbox"/> Other: _____
Size of population served:	<input type="checkbox"/> under 1000 <input type="checkbox"/> 1001-5000 <input type="checkbox"/> 5001-10,000 <input type="checkbox"/> 10,001-25,000 <input type="checkbox"/> 25,001- 50,000 <input type="checkbox"/> 50,000-75,000 <input type="checkbox"/> 75,000-100,000
Department size:	___ sworn ___ assigned to "community policing" ___ assigned to victim assistance ___ civilian ___ assigned to victim assistance

We are providing the following information in response to a request from the International Association of Chiefs of Police and the National Organization for Victim Assistance. We understand that this information and the attached descriptions of our innovative victim-related practices may be used in a monograph IACP /NOVA is producing through a cooperative agreement with the Office for Victims of Crime, U.S. Department of Justice.

A. OUR AGENCY PROVIDES THE FOLLOWING DIRECT SERVICES TO VICTIMS OF CRIME:

Please indicate which victim-related services your agency provides to victims (column 1) and for which training is provided to your personnel (column 2):

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PROVIDES SERVICES	PROVIDES TRAINING	DESCRIPTION
92%	56%	provide liaison with other victim assistance programs (e.g., rape crisis, domestic violence, drunk driving, homicide victims' survivors)
86%	64%	promote enforcement of restraining/protective orders
86%	46%	provide crisis intervention for individual victims, 78% family members, and 50% for traumatized communities (e.g., neighbors, schools)
80%	38%	provide liaison with prosecutor's victim assistance program
76%	44%	perform immediate crisis intervention with trained responders from other agencies
76%	36%	promote expeditious return of victim's property
74%	34%	provide assistance with emergency needs (e.g., shelter, food, contacting family members)
72%	34%	provide protection or safe transportation to victims and witnesses in danger of harm
70%	28%	provide assistance to sworn and civilian staff who are victims of crime on- or off-duty
68%	34%	assist with filing crime victim compensation claims
66%	28%	accompany victims to court, criminal justice agencies, medical services
64%	44%	provide death notifications using trained personnel and a special protocol
58%	44%	perform immediate crisis intervention with trained responders from the department staff

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PROVIDES SERVICES	PROVIDES TRAINING	DESCRIPTION
54%	18%	assist victims in crisis with problems with employers, schools, creditors to enable them to participate in criminal justice process
38%	12%	provide transportation or transportation vouchers to victims for appointments at agency
22%	6%	connect interested victims to a victim-offender dialogue process
20%	8%	provide cellular phones or beepers to victims under threat of harm
16%	6%	do crime-related property repair
10%	4%	provide child daycare for victims while attending interviews, identifications, etc.
	Other (as listed by respondents): Assist in obtaining orders of protection	
		Provide bus tokens for domestic violence victims to go to court
		Are on-call 24 hours a day for domestic violence victim advocacy
		Partnership with women's shelter for 24-hour access to domestic violence crisis intervention, and assist with housing and funds
		Employee assistance program
		Assess, evaluate, and make referrals for all crime victims

Services are available to persons with:

- 48% loss of hearing
- 40% loss of eyesight

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42% with other disabling conditions

Services are available in the following languages:

52% Spanish, 1 department adds French, German, Hmong, and Polish, 1 French and Dutch, 1 Portuguese, and 1 Native American languages

12% use language banks or language lines

4% use deaf interpreters

B. Information is provided to victims on (column 1) and officers are trained in (column 2):

Victim Information	Officer Training	
96%	72%	victim assistance services
92%	66%	victim rights under state and federal law
86%	58%	status of ongoing investigation
80%	70%	police procedures
80%	58%	criminal justice process
76%	50%	crime victimization
72%	34%	victim compensation: information sheets and applications
62%	30%	victim compensation: filing of police reports with compensation agency

Other: Domestic violence information

Referral list

Officers are instructed to apprise victims of the above wherever appropriate

Address confidentiality program, protection orders, anti-harassment orders

Also give information to churches, schools, landlords, and friends to enable them to assist domestic violence victims

C. Referrals are provided to victims for the following types of services:

92% emergency assistance (food, clothing, shelter)

- 88% general counseling/mental health professionals
- 86% assistance with the criminal justice process (e.g., prosecutor/court/community-based victim assistance)
- 76% other social services agencies (public or private)
- 76% transportation services
- 74% victim compensation
- 56% interpreter/translator services in the community
- 40% interpreter/translator services within the department
- 26% childcare services

D. Victims are provided referrals to agencies (other than prosecutor/court programs) with expertise in:

- 100% domestic violence
 - 86% sexual assault
 - 86% child abuse/neglect
 - 78% substance abuse programs
 - 68% elder abuse
 - 44% survivors of drunk driving cases
 - 42% survivors of victims of homicide
 - 38% addressing the special needs of minority persons or persons with disabling conditions
 - 24% gang violence
 - 20% hate crimes
- Other (please describe):
- Suicide survivors
 - Conflict resolution center for mediation
 - SIDS

Follow-up to referrals to ensure contact is made and eligible services are provided by:

- 62% victim assistance personnel
- 38% uniformed officers
- 30% detectives

who re-contact victims in:

30% 24 hours

30% 7 days

32% other length of time : 10% "case by case," 12% not indicated, "in cases of death: 24 hours and 3,6,9, and 12 months after death"

This is:

48% an informal practice

26% a written policy

12% on an officer's own initiative

E. Description and staffing of victim assistance unit:

Our victim assistance efforts are provided by [please give name of unit, title(s) of person(s), and number of full-time equivalent staff devoted to victim assistance]:

Our personnel who primarily assist victims receive the following specialized training (if different than the training of the sworn officers described elsewhere):

The answers to these were so varied that it is difficult to include them here. Descriptions of various departments' victim services are included in Chapters Two, Three, and Four.

Our victim assistance services are available to:

72% all victims

40% also family members

4% only for victims of reported crimes

only for victims of the following [number of departments, type]: 1, domestic violence; 1, domestic violence and sexual assault; 1, crimes against persons; 2, families of a DOA or suicide, and 1, juvenile problems

F. Victim-related policies, practices, and protocols:

Our department has written policies, practices, and protocol addressing police response to victims on:

86% domestic violence policy: 68% mandatory arrest; 14% pro-arrest; 0% no arrest

74% the initial response of uniformed officers

58% adult sexual assault

56% child abuse and neglect

- 54% child sexual assault
 - 54% victim/witness intimidation
 - 52% the practices of detectives in sensitive interviewing of victims/witnesses
 - 48% stalking
 - 42% the practices of telephone receipt clerks and dispatchers
 - 40% elder abuse
 - 36% hate/bias crimes
 - 32% victim/witness protection
 - 30% homicide (*i.e.*, dealing with survivors of homicide victims)
- Others:
- policy that advocate may assist domestic violence victims without police report
 - protective orders; conditions of bond/warrants on domestic violence cases
 - pro-prosecution policy on domestic violence
 - death notification
 - 24-hour victim/witness assistance unit
 - special funds account for victims of violent crime
 - all cases involving child victims are referred to state youth agency

Attached are copies of the above protocols or written policies. [many departments sent materials, much of which are cited in the Overview and Promising Practices chapters]

We also follow the following unwritten practices: [no responses given here]

Our officers also receive training on the special needs and sensitive interviewing techniques of victims of the following crimes or training on the following subject areas:

- 80% domestic violence
- 72% child sexual assault
- 72% child abuse and neglect
- 68% adult sexual assault
- 46% juvenile victims (*e.g.*, drive-bys, school-related crimes)
- 44% hate/bias crimes
- 44% victims with special mental/psychological needs
- 42% gangs or individuals who are known/suspected perpetrators in other cases
- 42% intra-familial crime (victim and offender are in same family or in close social relation)

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- 38% elder abuse
- 36% cross-cultural issues (e.g., dealing with violence, crime, involvement with governmental agencies, attitudes on death and dying)
- 28% survivors of victims of homicide
- 26% homelessness
- 24% survivors of drunk driving cases
- 24% age-related issues
- 18% sexual preference/orientation issues
- 12% immigrant experience

The following outlines who receives such training and the length of the training. [If possible, attach references to written policies about training and a description of the curricula]: Again, there were many and varied answers to this open-ended question. The reader is referred to the victim-oriented training section in Chapter Three on promising practices.

G. Citizen/community involvement:

Our department recruits and trains volunteers to support our victim assistance efforts: 34% yes, 56% no

If yes, we have _____ (number) of volunteers who produce approximately _____ hours per year of assistance. Volunteers are trained and utilized as follows:

These answers varied considerably. Please call NOVA for details.

In addition to making referrals, our **department does community outreach and/or works in partnership with other victim assistance providers and agencies** in contact with crime victims in the following manner(s):

- 76% participate in task forces addressing victim issues
- 76% regularly share information on individual cases/acting as liaison, doing follow-up
- 76% participate in community education efforts
- 54% cross-train with other agencies
- 42% participate in a joint crisis response team for on-the-scene counseling
- 30% offer a "citizen police academy" with a segment on victim issues

Other: Offer sexual assault prevention training to public

Domestic Violence Resource Officers must complete 1 partnership per year

Victim Assistance Coordinator teaches class on victimology at local private college

Coordinator assists apartment complexes, schools, churches, physicians, Neighborhood Watch programs on crime issues

Citizen Academy has segment on Response to Traumatic Incidents and sometimes a segment on domestic violence

Attached are written materials describing the efforts identified above in Section G. [some were returned and described in Chapter on Promising Practices.]

H. Evaluation of victim assistance efforts and training:

Our officers who are trained in and/or provide victim assistance exhibit or report the following regarding **job satisfaction and performance**:

40% improved communication skills

40% increased positive attitude in dealing with citizens

40% increased confidence in crisis intervention

40% greater sense of "being of service"

38% better understanding of citizens of different sex, ethnicity, age, economic status, lifestyle

36% increased commendations (internal or from citizens)

22% more self-initiated out-of-service calls to citizens

16% greater response to unassigned calls from dispatcher

We have been able to specifically measure **victim satisfaction** and a **positive community response** from seeing **increases** in the following from victims, witnesses and the public at large:

58% willingness to cooperate with police

48% increased reporting of crimes

44% willingness to go forward with prosecution

34% community participation in police activities

28% effective testimony

24% improved volunteer response

22% improved recall

[Please attach any written evaluations of your victim assistance efforts and training (including internal evaluation, anecdotal information and external evaluation)].

No material was provided, but one department reported that they have five sets of citizen satisfaction surveys done over the years and another conducted a door-to-door survey.

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From my perspective as _____ (title), I believe our victim assistance efforts [e.g., please comment on effectiveness, obstacles, needs, any other issues]

About two-thirds of the respondents offered comments which are on file at NOVA. The following are a selection of responses to the open-ended sentence in the survey: *"From my perspective as the (title), I believe our victim assistance efforts . . ."* The responses are grouped by population size of the jurisdiction.

"(Our) efforts are totally effective and serve the victims, citizens, officers, and detectives extremely well. We are organized, available 24 hours a day and very present in the community and business sector."

"Our efforts are system-wide, pervasive and expected of all employees. Specialists are few because all officers carry a book with service referrals. We are working with Volunteers of America to have a computerized resource referral. We have provided domestic violence transportation and support for more than 10 years. We were the only law enforcement agency in the county to join a domestic violence task force when it was first created many years ago. We work with hospital emergency room staff, schools, private counselors, as well as traditional service providers. These folks help train officers on victim/mental illness issues, etc. We are now strategizing regarding aging issues. For five years, we have conducted random citizen satisfaction surveys."

Jurisdictions of 10-25,000

"Efforts [are] working out effectively. Since October of 1994, our department has, with the arrival of our new Chief of Police, been steered toward the community-oriented policing philosophy. The philosophy includes one on one contact with all victims regardless of the severity of the crime with the overall goal of giving assistance to our residents.

"In addition, we have programs that attempt to prevent people from becoming victims of crime. Whether or not policy, we have practices to prevent crimes as opposed to picking up the pieces after. Programs include: uniform foot patrol, liaison to [a local] youth committee, gang suppression unit, community relations, think straight program, second chance, and parent/gang awareness."

"Our efforts continue to benefit the community and increase positive relations between the police department and the community. Victims and survivors (as well as perpetrators) are realizing that they are not just part of the judicial process, but that they have rights and services are being provided to protect those rights.

"Ongoing education is essential for officers, especially as laws continue to change and department policies are updated. We are always in need of additional financial support through the city."

"We continue to be very successful. Part of our success is attributed to the fact that the Victim/Witness Assistance Program (V/WAP) is part of our police department. Victims in our community are provided with crisis intervention, information, referrals and other services at the very onset of their victimization. This means that victims are more willing to want to prosecute and cooperate with the system because they are given support and assistance at such an early stage. The V/WAP also works extremely well with other agencies in term of coordinated

services which in turn makes for better quality services for victims and witnesses affected by crime. We continue to strive for intra-agency cooperation in delivering services to victims and witnesses in our community. This was one of our obstacles when the program was first instituted. Everyone has to work together within the criminal justice system in order for victims to receive the utmost respect and fair treatment while participating in its workings."

"Efforts have directly impacted other law enforcement agencies. This department (1 full-time civilian with 15 years experience in victimization issues) has provided training in victimization to over 20 departments over the past 4-1/2 years and has been singled out twice in that time for state-wide recognition. Our efforts have also resulted in "word-of-mouth" recognition of this program — particularly in the minority community. We have experienced an increase in the number of victims who are willing to accept help in the field of domestic abuse."

"... our efforts have been greatly appreciated and needed. The awareness of our program and its effectiveness has increased our victim load. Thus, we are in need of more volunteers to assist, and they need to be trained. We are searching for funding for this and we hope to increase our trained volunteers from 3 to 6 and then eventually to 10. I believe appropriate training is essential for committed volunteers. Screening the volunteers is important as well to ensure that the volunteer is focused on the victims and their rights and needs and not in some way trying to meet their own needs."

"...Have had a profound effect on our community and county. We are genuinely an advocate for the victim. We provide free counseling for families and individuals so that healing can take place. We have provided an academic tutor for a teenage sexual abuse victim for one semester. Our unit has been instrumental in apprising the court of individual cases and situations. Our efforts through the criminal justice system have sent offenders to prison — particularly in sexual abuse cases. We have secured restitution for victims and returned property to victims."

Jurisdictions of 25-50,000

"Our efforts are fulfilling a previously unmet need in the community. Through crisis intervention, outreach, information/referral, and liaison services, we strive to assure that victims of violent crime are provided with the support needed to cope with the trauma of their victimization. Services are also extended to witnesses, families and significant others. Having this position at the law enforcement level allows for more immediate response to victim needs and helps maintain the focus of all staff on the need to respond to victims of crime in a sensitive manner. Our victim service program is in its fourth year, and has seen increased growth in the number of victims served, as well as community awareness of services provided.

We need to address the issue of program evaluation, and are also exploring the expanded use of volunteers."

"Our needs as a unit are basic financial support. We have applied for various grants, but competition is fierce. Effectiveness is difficult to statistically calculate, but our goals are to reduce recidivism rates, increase officer safety and assist victims with short and long term goals.

"Our Victim Intervention and Prevention Unit (victim assistance) was chosen by the State's Attorney General's Office, Department of Criminal Justice, as a model for presentation to the state's chiefs of police."

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"As a community policing agency since the incorporation of the City in 1906, we have covered every aspect of this survey on a face-to-face basis. We see our victims in stores, socially, and professionally. Small rural communities are like this. Formally, Probation has the Victim Assistance Program for this part of [our] County."

"I believe our victim assistance efforts are outstanding because our advocates are dispatched to be with the victim from the point of victimization and throughout the criminal justice system. We also make referrals to professionals counselors and to other victim services programs.

"We also have a court monitoring program to monitor the courts on a daily basis from the victims perspective, and dispute resolution services to help resolve problems before they escalate into a crime."

Jurisdictions of 50-75,000

"I believe [our] Department has established a very effective partnership with victim witness services of [the] County. Periodic cross-training is held between the two agencies and officers assist with training new victim witness volunteers on a frequent basis. The City provides funding for the victim witness organization. A police lieutenant is President of the Board of Directors for Victim Witness Services. Victim Witness volunteers are on 24-hour call and can be paged out by police dispatchers. Victim Witness volunteers work in partnership with officers and detectives."

Jurisdictions of 75-100,000

"The victim assistance efforts have developed more each year. Our advocate meets on a monthly basis with other agencies to discuss the needs of individual cases or assistance we may need with court papers or victim contact. We offer a service so a victim may reach the advocate 24 hours a day. We offer bus passes for the victim to ensure their court appearance. The court provides the other courtroom for baby-sitting needs while the victim is testifying.

"Victims are taken up to court, especially the children, to sit on the stand so a case will not be quite as intimidating and we practice testifying so they are comfortable with what to expect.

"The Police Department will begin operating its own Domestic Violence Unit that will provide hands on assistance for victims of domestic violence, by providing subpoena and order service, follow-up photographs, and 911 tapes for trial. This helps to identify the cases where the victim is not available for trial. We have established a contact person from the domestic violence shelter to help stay in contact with victims and to relay important messages."

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