



Office for Victims of Crime

Report to the Nation
2003

Fiscal Years 2001 and 2002



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MESSAGE FROM THE DIRECTOR

In 1982, President Ronald Reagan recognized the urgency of focusing national attention on the needs of crime victims by appointing a Presidential Task Force on Victims of Crime. This task force conducted public hearings in six cities across the Nation, and its landmark final report led the U.S. Department of Justice (DOJ) to establish the Office for Victims of Crime (OVC) in 1983. Today, as OVC celebrates its 20th anniversary, it reflects on progress in the victims' field and the challenges that remain.

Establishing OVC within the structure of DOJ's Office of Justice Programs (OJP) has been most fortuitous. When OVC was first organized, many of the programs sponsored and policies advanced by other OJP agencies either excluded or minimized victims' needs and rights. OVC has been able to collaborate with these agencies to highlight the concerns of victims in program development, training and technical assistance, research, evaluation, and statistical data collection in both the criminal and juvenile justice areas.

The concept of victims' rights was not widely recognized by the justice community or the general public when the Presidential task force first convened. Within the victims' movement, however, a cadre of individuals advanced a vision of recognizing not only the rights of the defendant but also those of the victim. One of the task force's most ambitious recommendations was to seek an amendment to the U.S. Constitution that guaranteed "the victim, in every criminal prosecution, shall have the right to be present and to be heard at all critical stages of judicial proceedings." Thirty-three states have enacted victims' rights amendments since 1984. On behalf of the Bush administration, I strongly encourage Congress to consider passing the proposed Victims' Rights Amendment, which would provide victims of violent crime with the Nation's most solemn promise to ensure their rights.

With the passage of the Victims of Crime Act (VOCA) in 1984, Congress established the Crime Victims Fund (the Fund) to support both state victim compensation and assistance programs and services for victims of federal crime. Since then, VOCA has expanded to include programs to improve the investigation and prosecution of child abuse, assist and compensate victims of domestic and international terrorism, and support victim/witness staff within the Federal Bureau of Investigation and U.S. Attorneys' Offices.

Few individuals in 1984 could have predicted how technology would support the victims' movement today, particularly Internet communications. OVC, along with numerous grantees, uses this resource to convey information about services, online publications, funding resources, promising program strategies, online training, and legislative analysis to a global audience. Technological forensic advances in DNA evidence collection and preservation have strengthened crime victims' confidence in the judicial process and empowered the search for truth years after a victimization. Automated notification systems inform victims about the status of their cases and the subsequent release of perpetrators. Finally, geographic information systems technology can now inform strategic planning by mapping out areas with concentrated rates of violent crime, underserved victim populations, and insufficient victim service resources.

Growth in the Fund, combined with declining victimization rates nationwide, has allowed OVC to support services for a larger percentage of the Nation's crime victims. In Fiscal Year (FY) 1985, Fund deposits were slightly more than \$68 million. The Fund has grown substantially over time, with FY 2002 deposits totaling more than \$519 million. To date, about \$5.5 billion from the Fund has been awarded to support a wide range of services and assistance. In 1984, only 38 state crime victim compensation programs existed. Today, all 50 states, the District of Columbia, Puerto Rico, Guam, and the U.S. Virgin Islands have crime victim compensation programs. However, OVC will not be complacent with its achievements. We recognize that many victims still do not receive services due to the scarcity of resources, lack of outreach efforts, and inaccessibility of comprehensive services.

The victims' field benefits from collaboration with an expanding pool of justice system and allied professionals. Although the field previously focused on "traditional" victim service providers and legal advocates, it now has enlisted support and involvement from allied professionals and the broader criminal justice community. OVC continues to address program and skills development for victim service providers and legal advocates through training and educational curricula. Today, the agency's capacity-building efforts also extend to advancing these policies and practices within law enforcement, prosecution, the judiciary, corrections, probation, and parole, as well as among shelters, schools, social service agencies, mental health providers, medical and dental practitioners, and the faith-based community.

As OVC expanded its network of victim advocates, service providers, and allied professionals, those individuals became primary points of contact for OVC's staff. This led me to reassert the critical mission and underlying philosophy of everything OVC does. That is, "putting victims first." Beginning in 2002, I traveled throughout the Nation, convening 10 separate roundtable discussions with victims of crime, including 2 meetings in Indian Country. Victims at these meetings shared their experiences, losses, needs, and suggestions for improved service delivery. I listened, shared their pain, and found inspiration from their courage, dignity, and honesty. I offer my profound appreciation to these roundtable participants for their generosity of spirit, for they were willing to revisit their victimization experience to ease the suffering of those victims who, unfortunately, will follow. We must remain attuned to the needs and concerns of victims and let victims' voices guide our efforts.

"Putting victims first" entails recognizing that victims come from all backgrounds, geographical areas, economic situations, races, religions, and professions. Most every American has either been a victim of crime or knows someone who has been victimized. OVC intends to make all citizens aware that they may become victims of violent crime and that—in the unfortunate event that should happen—OVC and a network of victim service providers stand ready to provide compassionate assistance and financial compensation to support their journey back toward physical, emotional, legal, and economic well-being. Let me assure you of OVC's long-term commitment to enhancing the capability of victim service providers, supporting the efforts of grassroots organizations to reach unserved and underserved victims, and engaging the faith community in crisis intervention and the long-term healing process. I would like to express my appreciation to Assistant Attorney General Deborah J. Daniels, whose vision, leadership, and commitment have been essential for OJP to achieve DOJ's strategic objective to "uphold the rights of and improve services to America's crime victims."¹ We can never make those who have been victimized whole again, but we can provide services to help them move forward. OVC remains committed to "putting victims first," for they deserve no less.

John W. Gillis

Director

Office for Victims of Crime

¹This appears as Strategic Objective 3.4 in the *Strategic Plan: Fiscal Years 2001–2006* developed by the U.S. Department of Justice.

INTRODUCTION



Established in 1988 by an amendment to the Victims of Crime Act (VOCA) of 1984, the Office for Victims of Crime (OVC) within the Office of Justice Programs (OJP) of the U.S. Department of Justice provides federal leadership and funding to improve the treatment of America's crime victims. Congress charged OVC with administering the Crime Victims Fund (the Fund), the mechanism created by VOCA to support thousands of direct service programs across the country and victim compensation programs in every state and territory. Composed primarily of fines, penalties, and bond forfeitures from convicted federal offenders—not appropriated taxpayer dollars—the Fund also supports training and demonstration projects and programs designed to improve the response to victims of federal crime.

In addition to distributing the funding authorized by VOCA, OVC seeks to change both public and professional attitudes and organizational policies and practices in ways that benefit victims. To that end, it makes training and technical assistance available to victim service providers and criminal justice and allied professionals through its Training and Technical Assistance Center; publishes and disseminates materials on victim-related topics; sponsors fellowships and internships; and operates a national information clearinghouse. OVC also provides guidance to the Justice Department on regulatory and legislative matters that impact the federal criminal justice system.

The *Report to the Nation 2003* provides an overview of activities supported and administered by OVC during Fiscal

Years (FYs) 2001 and 2002 (October 1, 2000, to September 30, 2002). It highlights the many initiatives funded by OVC in support of the President's and the Justice Department's vision for greater access to justice among victims. From strengthening grassroots efforts in communities to responding to global terror, the programs encapsulated in this report address myriad challenges facing victims and those who serve them. At the same time, by showing what can be accomplished with relatively few resources, it demonstrates the creative approach to problem solving so characteristic of the victim service field.

Victim Roundtables: Putting Victims First

OVC's strategies for meeting victims' needs are formed in response to real needs and concerns voiced by victims. In January 2002, OVC convened the first in a series of meetings with victims and victim advocates from across the Nation. These victim roundtables gave OVC an opportunity to hear first-hand about the obstacles encountered in providing effective victim services. The roundtables brought several issues to OVC's attention, such as the extensive financial toll of crime and the need to train criminal justice professionals on victims' needs. Interestingly, many of the issues can be traced to the legal inequities experienced by victims. It is not surprising that roundtable participants almost uniformly expressed their support for a victims' rights amendment to the U.S. Constitution. President George W. Bush has heard their call and endorsed such an amendment. "Our legal system properly protects the rights of the accused in the Constitution," he has said. "But it does not provide similar protection for the rights of victims, and that must change."



While emphasizing the critical importance of legal parity, the roundtables helped OVC set priorities for meeting the everyday needs of victims. Participants told OVC that the best way it can aid victims is to support those who serve them at the local level. Local faith-based and other community-based organizations, many of which operate on a shoestring budget, need help not only with funding, but with heightening their level of expertise. Participants also informed OVC that until a constitutional amendment is passed, victims need tremendous support in navigating the criminal justice process. This means educating attorneys and judges on their legal obligations to victims and giving them the resources to meet their responsibilities. Finally, participants said that to fully respond to the needs of victims, service providers must enlist the aid of community partners, particularly the faith community. It should be OVC's responsibility to

facilitate that collaboration. This report documents some of the initiatives OVC is supporting in response to feedback received during the roundtables and reflects initiatives undertaken by OVC to address priorities of the administration.

Victims' Rights Initiatives: Responsibilities Under the Law

The sentiments so often expressed by victims toward the criminal justice system are anger, frustration, and utter confusion. With more than 27,000 victims' rights laws on record, victims are left to guess at the recourse available to them during the process of seeking justice. Criminal justice professionals themselves grope for clarity and often shrink from asserting a

victim's rights when confronted by a defendant's constitutionally sanctioned ones. The Department of Justice, with OVC's guidance, has sought to ensure that victims are brought in from the margins and allowed to participate. That is why, for example, Attorney General John Ashcroft gave victims and survivors of the Oklahoma City bombing the option to view the execution of Timothy McVeigh. "The Justice Department," he has said, "is committed to putting the interests of victims and their families first."

OVC funded a number of initiatives in FYs 2001 and 2002 that are intended to facilitate victim access to the criminal justice system and to highlight promising practices in the delivery of victims' rights. The National Crime Victim Law Institute is establishing nine legal clinics to help enforce victims' rights at all stages of the criminal justice process. The Maryland Compliance Initiative is documenting and institutionalizing successful advocacy practices that improve state compliance with victims' rights and expand access to services, and a Victims' Rights Education Project is developing informational materials for the general public explaining core rights available to victims across the United States. OVC continues to explore ways to use the law to fully support victims. The 33 states that have passed constitutional amendments supporting victims need help implementing the rights they guarantee. OVC is seeking to provide guidance to these states in the creation of victim ombudsman programs. Until a federal amendment is passed and ratified, such a system of monitoring and enforcement will be crucial to ensuring victims' participation.

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Community Bridges: Acts of Faith

Though federal resources are critical for sustaining the operations of victim assistance programs, victims look for support in their own communities. OVC has become aware of a growing body of grassroots organizations and coalitions that are not linked to mainstream victim service programs, but come into contact with victims almost daily. Taking the President's lead, OVC and the Justice Department have reached out to these locally based groups and invited them to become our partners in serving community members. The Attorney General has said, "Many of America's best ideas—and best results—for helping those in need come not from the Federal Government but from grassroots communities, private and faith-based organizations of people who know and care about their neighbors."

These community-based programs often need only a small amount of money to enhance their outreach and services to victims. OVC responded by announcing its Helping Outreach Programs to Expand (HOPE) grants. These grants allow organizations that do not

receive VOCA funding to apply for one-time awards of up to \$5,000 each to develop literature, train advocates, print newsletters, support outreach, and recruit volunteers. The tremendous response to this program—more than 200 organizations have received HOPE grants to date—attests to the substantial number of groups waiting to be enlisted as partners in victim assistance.

Through his Faith-Based and Community Initiative, the President has tapped and sought to mine a rich vein of vastly underutilized resources. One of his first public acts was to sign an executive order creating faith-based and community initiative offices in six federal departments. OVC has worked closely with the Justice Department's Task Force for Faith-Based and Community Initiatives to involve the faith community in victim services. In addition to providing VOCA funding to numerous faith-based victim assistance programs nationwide, OVC is developing specialized training and educational curricula for faith-based practitioners to increase their effectiveness in helping victims. A Faith Community Professional

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Education Initiative is seeking to integrate victimization content into the education of the clergy. A community chaplaincy project is developing a model for providing law enforcement-based responses to victims in crisis. OVC has also begun to ensure that training programs addressing the long-term mental health needs of victims do not ignore the role of spirituality in a victim's recovery.

Assistance for Victims of Terrorism: Hope and Remembrance

Immediately following the September 11 terrorist attacks, OVC coordinated services and administered funding for victims and their families. Hours after the attacks, OVC set up a call center that offered a 24-hour, toll-free telephone line for providing referrals to financial, housing, and counseling assistance. Thanks to earlier congressional action and the establishment of the Antiterrorism Emergency Reserve, OVC had a mechanism in place for providing quick financial relief. By September 30, 2001, OVC had awarded the first round of victim assistance and victim compensation grants to New York, Pennsylvania, and Virginia from the Reserve. OVC also established a special Hope and Remembrance Web site to provide victims with answers to frequently asked questions and to post news releases, publications, and official messages from Government sources.

OVC is working to establish an International Terrorism Victim Compensation Program, which will allow U.S. nationals and U.S. Government employees or officers who become victims of international terrorism outside the United States to apply to a single source for compensation. The Department of Justice will soon publish program regulations for public comment. In the meantime, OVC has put into place two interim measures to address the emergency needs of terrorism victims—a memorandum of understanding with the Federal Bureau of Investigation and the Department of State to support crisis response assistance, and a contract to handle requests for assistance, such as funeral and burial services and counseling for victims and family members. These programs ensure that victims of mass violence continue receiving compassionate support from OVC.



Victims of Human Trafficking: A Priority for Justice

Every year, nearly 50,000 people, mostly women and children, are brought into the United States to be sexually exploited or forced into labor. Because these trafficking cases may involve language barriers, multiple investigating agencies, overseas investigations, and large numbers of victims, they are some of the most complex to resolve. Furthermore, the severity of trauma suffered by the victims demands immediate and expert intervention. The Attorney General has made the fight against human trafficking a top priority of the Justice Department, directing agency resources to be concentrated on investigating and prosecuting trafficking crimes and on assisting trafficking victims.

The Trafficking and Violence Protection Act of 2000 gave OVC the authority to provide assistance to those who are brought into the United States and physically or sexually exploited. In FY 2002, OVC developed and began administering the Services for Trafficking Victims Discretionary Grant Program. The program made \$10 million available to states, Indian tribes, units of local government, and nonprofit victim service organizations to develop, expand, and strengthen services for trafficking victims. Now programs across the country are reaching out to serve them, fulfilling the Attorney General's promise "to ensure that victims of trafficking have the services they need from the moment we encounter them."

Victims in Indian Country: Government to Government

American Indians have suffered for years from dire poverty, inadequate educational opportunities, and



some of the worst crime rates of any ethnic group in America. Since 1988, OVC has provided funding to tribes to support direct services for victims in Indian Country. It continued to do so in FYs 2001 and 2002. Although they share many of the concerns voiced by other victims and victim advocates, those in Indian Country have added their desire to see better coordination among federal, state, tribal, and local agencies assigned to respond to criminal activity on Indian lands. They have also emphasized a need for training in cultural competency for professionals who come into contact with victims.

During the reporting years, OVC increased funding available to tribes under its Tribal Victim Assistance program. Until recently, funding was

available only to tribes governed by federal criminal jurisdiction. That changed recently when OVC opened the program to numerous tribes, particularly in Alaska, that depend on state government to respond to crime. OVC also facilitated a working group of tribal criminal justice and victim service representatives and state agencies to address the challenges that tribes face when accessing state-level resources such as victim assistance and victim compensation funding. Finally, OVC has worked with tribes to replicate non-Native promising practices in Indian Country. For example, OVC began assessing the training needs of Indian Country service providers in anticipation of establishing an American Indian and Alaska Native Victim Assistance Academy patterned after the National Victim Assistance Academy.

OVC takes special care to be sensitive to the unique characteristics of tribal cultures and looks to tribal advisers to guide program development. Its long-standing commitment to tribal sovereignty defines its approach to serving victims in Indian Country, fulfilling the President's vow to "honor the rights of Indian tribes and work to protect and enhance tribal resources."

The Crime Victims Fund: Yesterday and Today

In 1982, President Ronald Reagan's Task Force on Victims of Crime recommended federal legislation that would later become the victim assistance and

victim compensation formula grant programs authorized by VOCA. The task force report cited the vagaries of states' fiscal health as a reason for encouraging federal funding. Ironically, in recent years, dramatic fluctuations in the annual Fund deposit levels and adjustments in the funding cap set by Congress each year have made it challenging for OVC and its constituents to plan for expansion of services and outreach to unserved and underserved victim populations. OVC has funded a study to determine why there have been such dramatic fluctuations, and it will use the study's findings to develop strategies for improving deposits.

In the meantime, OVC seeks to make VOCA and the Fund more responsive to the times. The USA PATRIOT Act opened the door to allowing individuals and private entities to make gifts, bequests, and donations to the Fund, although the OVC director does not yet have the authority to accept them. This requires a change to the authorizing statute. OVC is trying to identify alternative sources of funding for victim services and is seeking ways to encourage philanthropic entities to support community-based victim assistance programs. OVC is also seeking to maximize the Fund's resources by asking Congress to consider exempting funds rolled over from year to year from the amount that must be counted against the congressional cap. It also wishes to point out the shortcomings of VOCA in both compensating American citizens who are victimized abroad by crimes other

than terrorism and mass violence and in ensuring services for American Indian tribes.

The Office for Victims of Crime: Focus on the Future

Through a variety of forums, victims and their advocates have voiced not only their concerns, but also their suggestions for improving the business of victim services. They have told us that we need a set of national standards for service providers and programs. They have encouraged us to expand our outreach to include victims of white-collar crime and burglary, as well as U.S. citizens victimized abroad. They have asked us to develop programs that focus on early intervention with children and juveniles exposed to violence. They have requested that we help them find ways to improve compensation for victim service providers. They have appealed to us for help in responding to victims in Indian Country and other remote areas. And they have asked us to join with states in planning strategically to meet the needs of unserved and underserved victims. OVC is actively examining these suggestions as part of an ongoing commitment to provide effective services in response to actual victims' needs.

OVC will continue to meet the challenges of serving victims, each of whom has distinct needs and circumstances. We hope this report conveys the extent to which we have done so during the reporting period.

Each chapter falls in one of the following sections: Funding; Services; Training, Technical Assistance, and Building Capacity; Public Education and Awareness; and Developing Policy. Each section highlights major initiatives undertaken during FYs 2001 and 2002. OVC has also created the OVC Focus On Series to give the President, Members of Congress, and the Nation a more indepth understanding of the various programs funded in recent years. This series will include the following themes: Victims' Rights Initiatives; Victim Service Initiatives; Faith-Based Initiatives; Training, Education, and Technical Assistance Initiatives; Promising Practices and Demonstration Projects; Public Education and Awareness Projects; Technology; American Indian and Alaska Native Initiatives; and Terrorism and Mass Violence. The series will be posted on OVC's Web site and updated as new programs are developed. We encourage you to visit OVC's Web site if you are interested in more details about any of the initiatives discussed in this report.

CHAPTER 1

FUNDING FOR VICTIM SERVICES AND OTHER ACTIVITIES



The Crime Victims Fund and Other Available Funding

During the reporting biennium, OVC relied primarily on revenue available from the Crime Victims Fund (the Fund) to support the program activities and initiatives authorized by the Victims of Crime Act (VOCA). In addition to moneys available from the Fund, OVC was responsible for administering funding authorized by both the Victims of Trafficking and Violence Protection Act of 2000 (also known as the Trafficking Victims Protection Act of 2000 or TVPA), to respond to victims of severe forms of human trafficking, and the Department of Defense (DoD) Appropriations Act of 2002, to respond to victims of the September 11 terrorist attacks. Funding amounts totaled \$10 million and \$68.1 million, respectively. For more details on the DoD Appropriations Act, please see chapter 4.

The Crime Victims Fund

More than \$1.3 billion was deposited in the Fund in Fiscal Years 2001 and 2002. The congressional cap on the Fund made only \$537.5 million and \$550 million available for FY 2001 and FY 2002, respectively. Available funds were allocated among four statutory set-asides and in accordance with the formula contained in VOCA to support services and compensation for crime victims and national-scope training and technical assistance efforts (figure 1). In addition, consistent with congressional authorization, the OVC director set aside \$50 million in the Antiterrorism Emergency Reserve account to respond to victims of terrorism or mass violence.

FIGURE 1. Crime Victims Fund Allocations

	FY 2001	FY 2002
Prior Year Deposits	\$776,954,858	\$544,437,015
Collections Above the Cap	\$239,454,858	n/a
Total Available for OVC Distribution	\$536,317,500	\$550,000,000
Funds for Victims of the September 11, 2001, Terrorist Attacks (Signed 12/21/01)	n/a	\$68,100,000
Distribution of Funds		
Unobligated Balance	\$30,137,407	\$4,344,861
Congressionally Mandated Award To Support USAO Victim/Witness Personnel	\$14,358,342	\$18,134,000
Congressionally Mandated Award To Support FBI Victim/Witness Personnel	\$7,383,720	\$1,947,974
Congressionally Mandated Award for Automated Victim Notification System	n/a	\$3,484,404
HHS Child Abuse Prevention and Treatment	\$16,962,600	\$17,000,000
OVC Children's Justice Act	\$2,993,400	\$3,000,000
Crime Victim Compensation Programs	\$90,677,000 (48.5%)	\$93,957,000 (47.5%)
Crime Victim Assistance Programs	\$359,870,610 (48.5%)	\$383,027,323 (47.5%)
Discretionary Programs	\$13,934,461 (3%)	\$25,104,438 (5%)

*\$537,500,000 was authorized for the Crime Victims Fund; however, the amount available was reduced by a rescission totaling \$1,182,500, per Public Law 106-554.

In recent years, dramatic fluctuations in the annual Fund deposit levels and adjustments in the funding cap have made it challenging for OVC and the broad network of victim service providers to plan for continued, sustainable expansion of victim services and outreach to unserved and underserved victim populations. To better understand what causes the fluctuations in collecting and depositing funds, to assess the impact of these fluctuations, and to project future revenue for the Fund, OVC funded a study. Three preliminary findings reveal that—

- Since 1996, roughly 8 major cases exceeding \$100 million in fines contributed \$1.834 billion to Fund

deposits (33 percent of these cases involved international price-fixing cartels, and 44 percent of all deposits resulted from 26 cases in which fines of \$25 million or more were imposed).

- Since its inception in 1985, there have been two distinct patterns of deposits in the Fund. From 1985 to 1995, there was a steady, modest annual increase in deposits. Starting in 1996, deposits experienced large fluctuations with a significant increase in one year followed by declining deposits in subsequent years.

- Without these relatively few major cases, Fund deposits since 1996 would have averaged \$323 million. This amount can be considered the “base” upon which deposits from major cases supplement the Fund.

When the study is complete, OVC plans to use the findings to develop strategies for increasing deposits into the Fund. Preliminary ideas include pursuing (1) donations from major national philanthropies; (2) funds generated under the False Claims Act, which triples the damages and penalties imposed in civil cases against the Federal Government, and the Racketeer Influenced and Corrupt Organizations Act, which yields fines and forfeitures that could be earmarked for the Fund in the same manner as other federal criminal fines; and (3) unclaimed restitution directed for deposit into the Fund.

The passage of the Uniting and Strengthening America by Providing Appropriate Tools Required to Intercept and Obstruct Terrorism Act of 2001 (USA PATRIOT Act) resulted in the following changes to the Fund:

- Authorized the deposit of gifts, bequests, and donations from private entities and individuals into the Fund beginning in FY 2002. While this provision added a new mechanism for financing the Fund, it neglected to provide the OVC director with the authority to accept these funds. Without such authority, a federal entity cannot receive private funds.



**More than \$1.3 billion
was deposited in the
Fund in Fiscal Years
2001 and 2002.**



- Adjusted the funding allocations among the formula and discretionary grant programs. The overall funding percentage for victim compensation and victim assistance was decreased from 97 percent of the amount available for distribution after the statutory set-asides to 95 percent, the percentage allocation for discretionary program activities was increased from 3 percent to 5 percent, and the director was authorized to use discretionary funds for program evaluation and compliance efforts, fellowships and clinical internships, and workshops to disseminate information derived from demonstrations, surveys, and special projects. It also established that, at a minimum, 50 percent of the discretionary allocation must be used for national-scope training and technical assistance efforts.
- Allowed the director to deposit money appropriated to respond to the needs of the victims of the September 11 terrorist attacks into the Antiterrorism Emergency Reserve account up to the \$50 million cap, without subjecting the amount deposited to funding limits on the Reserve account or the Fund.
- Restricted use of the Antiterrorism Emergency Reserve for supplemental grants to address terrorism or mass violence within the United States and to fund the International Terrorism Victim Compensation Program, which was authorized by Congress in the Victims of Trafficking and Violence Prevention Act of 2000.
- Established that amounts carried over in the Antiterrorism Emergency Reserve are available without limitation on obligations from amounts deposited to or available in the Fund.
- Increased the percentage reimbursement for state crime victim compensation programs to 60 percent of payments from state funding sources in FY 2000.

Victims of Trafficking and Violence Protection Act of 2000

Section 107(b)(2) of the Victims of Trafficking and Violence Protection Act of 2000 (TVPA) authorizes the Attorney General to make grants to states, Indian tribes, units of local government, and non-profit, nongovernmental victim service organizations to develop, expand, or strengthen programs for victims of trafficking.¹ Under this new discretionary grant program, funding was appropriated at \$10 million in FY 2002. OVC was designated to administer this funding within the Department of Justice (DOJ). The trafficking grants were directed by OVC to provide services to victims during the “precertification” period—the time between when trafficking victims are initially identified by law enforcement and when they are officially certified by the Federal Government as victims of a severe form of trafficking. Grants from the Office of Refugee Resettlement at the U.S. Department of Health and Human Services (HHS) support services after certification. For example—

- \$7.682 million was awarded to eight organizations to create or strengthen collaborative networks to provide comprehensive services for trafficking victims in a specific state or region. Services may include emergency and ongoing medical services, food and shelter, vocational and English language training, mental health counseling, and legal support.
- \$1.634 million was awarded to three organizations to provide specific services for trafficking victims on short notice, in areas where the number of trafficking victims exceeds services available.
- \$200,000 was awarded to one organization to provide comprehensive skills-building training

and technical assistance to the grantee victim service organizations.

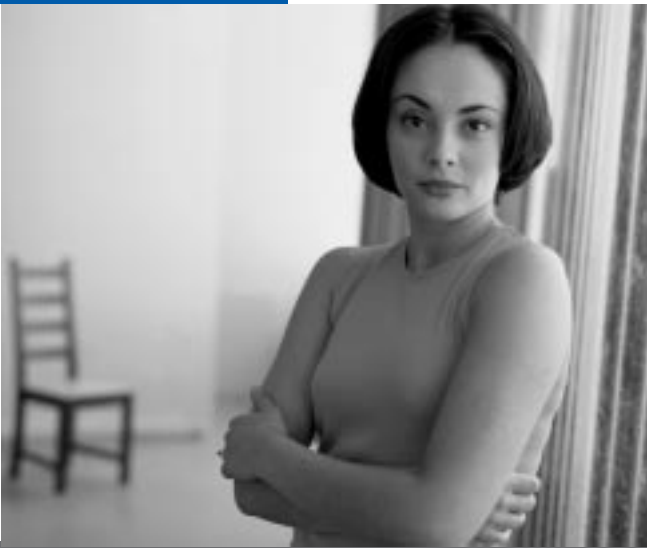
- \$500,000 (of which \$200,000 represents OVC discretionary funds) was provided to the National Institute of Justice (NIJ) to competitively award an evaluation grant that would select three of the comprehensive service sites funded and conduct an overall program evaluation. The evaluation’s goals are to identify the critical elements of a collaborative network and how these elements can be best organized to serve trafficking victims.

Congress appropriated \$9.4 million for the Victims of Trafficking Grant Program in the 2003 Department of Justice Appropriations Act. OVC continued working with the Interagency Trafficking Task Force on Program Development, which it established for the first trafficking grants. The task force consists of federal agencies such as DOJ’s Civil Rights Division, Office on Violence Against Women, and NIJ; HHS; the U.S. Department of State; and the U.S. Department of Labor.

In addition, the Victims of Trafficking and Violence Protection Act of 2000 provides aid for victims of terrorism and expands OVC’s authority to respond to incidents of terrorism outside the United States. The Act authorized the OVC director to establish an International Terrorism Victim Compensation Program (ITVCP), which allows U.S. nationals and U.S. Government employees or officers who become victims of international terrorism outside the United States to apply to a single federal office to obtain compensation. For more details on ITVCP, please see chapter 4.

CHAPTER 2

SUPPORTING SERVICES AND ASSISTANCE FOR VICTIMS OF CRIME



VOCA Victim Assistance Program

VOCA authorizes two major and complementary formula grant programs: the VOCA victim assistance program and the VOCA victim compensation program. The major portion of the money deposited into the Fund is dedicated to supporting state victim assistance programs that provide direct services to victims nationwide. Since the program's inception, the annual VOCA state assistance allocations have increased from \$41 million in FY 1986 to \$361 million in FY 2001 and \$383 million in FY 2002. In FYs 2001 and 2002, no state received less than \$1 million, and the most populous state, California, received more than \$40 million. For a list of FYs 2001 and 2002 victim assistance allocations, please see appendix A. Despite an increase in the cap on the Fund, the amount available for VOCA victim assistance grants in FY 2003 dropped to \$353 million. This decline is attributed to increases in the percentage reimbursement to victim compensation programs, the amount of payouts by victim compensation programs, the statutory amount authorized for discretionary funding activities by OVC, and the amount set aside in the Antiterrorism Emergency Reserve. In addition, state revenues allocated to victim assistance projects decreased significantly, from \$586 million in FY 2001 to \$456 million in FY 2002. With this 22-percent decline in revenues in FY 2002, states are increasingly dependent on VOCA funds to maintain ongoing victim assistance efforts.



The VOCA victim assistance program remains the most far reaching and visible demonstration of OVC's commitment to providing crisis intervention, counseling and social service support, and criminal justice advocacy to victims nationwide.

Serving priority and underserved victims of violent crimes

With each fiscal year award, state grantees are required to allocate a minimum of 10 percent each to the following three priority categories of victims: sexual assault, domestic abuse, and child abuse. State grantees must also award 10 percent to underserved victims of violent crime. OVC allows broad discretion to states in determining which victim populations fall within the underserved category, which may include survivors of homicide victims, adults

molested as children, and victims of drunk driving crashes, physical assault, elder abuse, robbery, and kidnaping. The remaining 60 percent of the grant may be allocated by the state to provide program support for other victims of violent or nonviolent crime.

Nationwide, the states allocate funds well in excess of the minimum percentage requirements to support the priority victim categories and the underserved victims of violent crime. As of January 2003, the states reported awarding nearly 75 percent of FYs 2001 and 2002 subgrant dollars to projects serving the priority populations, and more than 20 percent of the subgrant dollars to projects assisting underserved victims of violent crime. This would appear to indicate that roughly 4 percent of the subgrant dollars have been awarded to support other categories of victims of violent or nonviolent crimes.

A closer look at the VOCA victim assistance subgrants

National data on subgrants awarded by states in FYs 2001 and 2002 reveal that—

- About 66 percent of the subgrants were awarded to private nonprofit agencies, with some 22 percent of all subgrants awarded to shelters, 12 percent to rape crisis centers, and 5 percent to mental health agencies.
- Nearly 3 out of 10 subgrants were awarded to criminal justice government agencies, with the majority going to prosecutors' offices (about 17 percent of all subgrants) and a substantial portion to law enforcement (about 9 percent of all subgrants).
- Only about 4 percent of all subgrants were awarded to noncriminal justice government agencies; social service agencies were the most commonly reported recipients.
- About 1 percent of all subgrants were awarded to American Indian tribes or organizations that support service delivery on and off reservations.
- There are three volunteer staff members for every one paid staff member. This has significant ramifications in terms of the professionalization of victim services, staff turnover, and staff skills development and training needs.

- The majority (about 90 percent) of the subgrants awarded with FY 2001 and 2002 VOCA funds (as of January 2003) were to support the continuation of VOCA-funded victim projects funded in a previous year and to continue existing services to victims.

Reporting on actual performance nationwide

States also report annually on their actual performance in VOCA-funded projects. As noted in figure 2, the VOCA victim assistance program displayed consistent year-to-year growth during the biennium.

It is important to examine the nature of the victimization experience that led more than 7 million victims to seek VOCA assistance over a 2-year period. States identify the number of victims receiving assistance by their type of victimization. These figures also serve as an indicator of which specific victim populations had access to services in FYs 2001 and 2002. As displayed in figure 3, domestic violence victims were very well represented among service recipients, and they outnumbered all other victim groups combined. There were also significant numbers of child sexual and physical abuse victims, assault victims, and adult sexual assault victims served.

FIGURE 2. VOCA Victim Assistance Program Nationwide Performance Indicators

Annual Performance Indicators	FY 2001	FY 2002	Increase (%)
Number of Agencies Funded	4,334	4,390	1
Number of Subgrants Funded	5,468	5,629	3
Number of Victims Served	3,569,521	3,812,681	6
Number of Victims Receiving Specific Services	14,405,486	16,920,247	15
Average Number of Services Delivered to Each Victim	4.04	4.44	9

FIGURE 3. Victims Served by VOCA Assistance Programs in FYs 2001 and 2002, by Type of Victimization

Victim Categories	Number of Victims Served	Total Victims (%)
Domestic Violence	3,818,965	51.7
Child Sexual Abuse	602,754	8.2
Assault	497,547	6.7
Adult Sexual Assault	392,396	5.3
Child Physical Abuse	260,341	3.5
Survivors of Homicide Victims	184,610	2.5
Robbery	174,149	2.4
Adults Molested as Children	132,162	1.8
DUI/DWI Crashes	117,568	1.6
Elder Abuse	61,179	0.8
Other	1,140,531	15.5
Total	7,382,202	100.0

FIGURE 4. Services Delivered to Victims by VOCA Assistance Programs in FYs 2001 and 2002, by Type of Assistance

Type of Victim Assistance Delivered	Number of Victims Served	Estimated % of Victims Receiving Service	Estimated % of Service Delivery
Telephone Information/Referral	5,135,653	70	16
Information/Referral (in person)	3,892,876	53	12
Criminal Justice Support/Advocacy	3,885,509	53	12
Followup	3,857,679	52	12
Crisis Counseling	3,010,594	41	10
Personal Advocacy	2,384,590	32	8
Help Filing Compensation Claims	1,517,003	21	5
Shelter/Safehouse	1,513,560	21	5
Group Treatment/Support	910,750	12	3
Emergency Legal Advocacy	906,794	12	3
Therapy	646,200	9	2
Emergency Financial Assistance	529,229	7	2
Other Services	3,135,296	42	10
Total Service Delivery	31,325,733	425	100

Examining how many victims receive specific services

In the aftermath of victimization, many individuals need more than one type of assistance. On average, victims received more than four services from VOCA assistance providers in the reporting period. As shown in figure 4, VOCA victim assistance programs delivered more than 31 million services to the more than 7 million victims shown in figure 3. More than half of the victims benefited from the most commonly delivered services, which included information or referral via telephone and personal contact, criminal justice support or advocacy, and followup services.

Assessing victim needs and victim assistance

OVC supported two related evaluations of victim assistance and compensation programs, in cooperation with the National Institute of Justice. First, researchers at Safe Horizon, the Vera Institute of Justice, and Westat, Inc., collaborated in their examination of victim needs and victim assistance to address whether programs are reaching the people they seek to serve and whether they provide the services victims need.²

The research team assessed services at two urban, two suburban, and two rural sites. In selecting study sites, the researchers identified both “active” outreach programs that reached large numbers of victims by letter and phone, and “passive” outreach programs that relied primarily on media campaigns and police and prosecutor referrals. The researchers also conducted focus groups, personal interviews, and an extensive telephone survey to obtain feedback directly from local victims about what needs they experienced, and if and how these were addressed. The researchers completed phone surveys with 800 individuals, including 648 adult victims, 93 parents

of youth victims, and 59 youth victims (ages 12–17). The individuals were limited to victims of assault or battery, robbery, domestic violence, and burglary.

Although this evaluation was not based on a nationally representative sample, the following findings are consistent with findings from OVC’s onsite monitoring visits and may also be illustrative for victim assistance programs across the Nation:

- Victims have many of their needs met by informal support networks (with the exception of domestic violence victims) rather than by criminal justice agencies or victim service providers.
- Victims most commonly identified an unmet need to obtain information from law enforcement and criminal justice personnel regarding case status.
- Active individualized outreach by victim assistance programs is associated with greater awareness of the program.
- A significant percentage of victims had out-of-pocket expenses due to their victimization. The average expense incurred was \$656 for health care, \$1,307 for property repair or replacement, and \$1,489 in lost wages for missed work.
- In spite of years of reform in the area of domestic violence, the majority of women subjected to domestic violence still do not feel safe and suffer from a lack of housing options and low-cost legal services. The exception to this rule was that women reported feeling safe and protected in a small rural community with a highly coordinated and cohesive network of public and private domestic violence agencies. Other women reported that their safety was jeopardized when—
 - Their abusers were well connected on a social or political level with law enforcement and

judges, and the significance of domestic violence was minimized.

- They defended themselves in a physical confrontation and both the victim and the attacker fell under the local mutual arrest policy.
- Restraining orders and protection orders were not effectively enforced. For instance, an ex-husband violated a protection order every time he came to pick up his child as part of the couple's court-ordered joint custody.

National evaluation of state victim assistance programs

The second major evaluation of state victim assistance programs was conducted by the project team at the Urban Institute and the San Diego Association of Governments (SANDAG).³ The evaluation was designed to assess the efficiency and effectiveness of state programs at delivering a seamless web of support to help victims in their struggle to recover from the financial, emotional, physical, and psychological effects of criminal victimization.

The evaluators conducted a national survey of state assistance administrators and collected data from local programs in six states: California, Idaho, Pennsylvania, South Carolina, Vermont, and Wisconsin.⁴ In each state, the evaluators interviewed state program administrators and staff, members of program oversight bodies, victim advocates, and VOCA-funded victim service providers. In addition, the evaluators sought the clients' perspectives on policies and program functioning by conducting focus groups and telephone surveys with nearly 600 clients of 17 VOCA-funded providers in the 6 states. The findings from this effort mirror those trends identified by Safe Horizon, the Vera Institute of Justice, and Westat.

The evaluators found that—

- VOCA funds represent about 40 percent of all major state and federal funding for direct victim services.
- State administrators often place a higher priority on maintaining existing service delivery than on funding new programs across the fluctuating “high” and “low” years of available funding.
- Additional financial resources are needed to effectively administer programs, to use fair and effective subgrant award decisionmaking procedures, to conduct formal needs assessments, to cultivate new providers to fill service gaps, to fund expanded service delivery that targets the unserved and underserved, and to bolster the field's professionalism through enhanced training and technical assistance.

Although most of the six state administrators had not conducted systematic assessments of victims' unmet needs and gaps in services, each was prepared to discuss what he or she considered to be serious needs. The following victim populations were identified as underserved:

- Rural victims.
- Disabled victims.
- Victims from certain racial or ethnic groups, such as Hispanics, Vietnamese, Cambodians, Bosnians, and American Indians.
- Teen victims.
- Victims of workplace violence.

When asked about gaps in services, the administrators' responses were—

- Mental health services.
- Affordable childcare, housing, legal services, health care, and dental care.



- Services for children who witness domestic violence.
- Transitional housing for women who leave shelter care.
- Transportation services.

Clients in the six-state survey sample⁵ were asked a series of questions about their level of satisfaction with VOCA-funded victim assistance programs shortly after they had concluded active involvement in them. Overall, clients reported very positive perceptions of their experiences, with more than 75 percent of the clients assigning the highest rating with regard to their willingness to refer a friend who became a victim of the same type of crime, and the

program's fair treatment and respect of victims' rights, understanding of what the victim was going through, overall concern, explanation of services, and helpfulness of service. The clients surveyed did indicate a somewhat lower level of satisfaction with how well the projects provided referrals or helped victims obtain additional services. This led the evaluators to recommend increased coordination—particularly communication—among service providers within a community.

VOCA State Crime Victim Compensation Programs

In the aftermath of crime, the victim incurs substantial crime-related expenses, particularly if the crime

results in significant psychological trauma, physical injury, and time away from work. In homicide cases, survivors also must bear the expense of funeral and burial costs. Victim compensation programs help reimburse victims for these expenses when no other financial resources, such as private insurance and offender restitution, cover the loss.

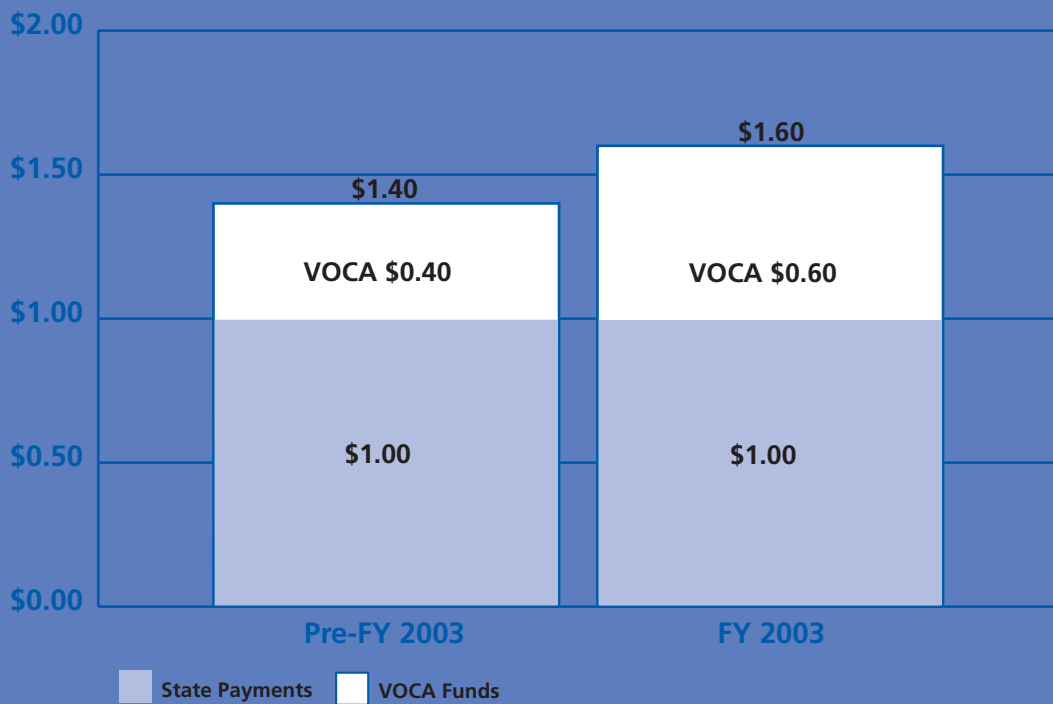
Rising trend in VOCA allocations for state compensation programs

All 50 states, the District of Columbia, the U.S. Virgin Islands, Guam, and Puerto Rico have established compensation programs for victims. OVC is pleased to report that VOCA funds now supplement each of these state efforts, with the addition of Guam in

FY 2000 and Puerto Rico in FY 2001. The formula for VOCA compensation grants to states has been based on 40 percent of the state's certified payments to victims in a previous year (generally 2 years before the VOCA award). This percentage increased to 60 percent in FY 2003 (figure 5). The formula for award of VOCA compensation funds provides an incentive for states to reach out to more victims and to compensate for more crime-related expenses. As a state increases its annual certified payouts, the state then benefits from an increased VOCA allocation.

At the inception of VOCA allocations in FY 1986, the total award was \$23 million to 36 states, the District of Columbia, and the U.S. Virgin Islands. Awards for FY 2003 were \$164.9 million, a seven-fold increase in

FIGURE 5. Increase in VOCA Funding for Every \$1 in Victim Compensation Payments



the annual allocation level. Since FY 1986, VOCA annual allocations have increased from one year to the next on 13 occasions, and declined only 4 times. The VOCA annual allocations have risen steadily since FY 1999. For this biennium, the VOCA compensation allocations were \$91 million for FY 2001 and \$94 million for FY 2002. (See appendix B for specific state allocations for VOCA compensation programs.)

Nationwide analysis of annual performance

The state compensation programs provide payments to approved claimants using a combination of state resources and VOCA dollars. Each year, the state compensation programs provide OVC with an annual performance report on new claims received, claims

approved as eligible, type of victimization experienced, and category of expenses reimbursed.

States distinguish in the annual performance report between "regular" claims and forensic sexual assault claims, which are handled through a separate claims procedure. Over the past 4 years, there has been a steady increase in both types of claims received by the state compensation programs, as illustrated in figure 6.

State compensation programs paid out a total of nearly \$828 million in state dollars during the reporting period, up \$200 million over the previous reporting period. Compensation benefits are paid out by states to cover specific crime-related expenses. Figure 7

FIGURE 6. Number of New Compensation Claims Received

Fiscal Year	Regular Claims	Forensic Sexual Assault Claims	Total Claims
1999	169,870	17,562	187,432
2000	175,989	20,293	196,282
2001	199,185	22,316	221,501
2002	229,338	28,705	258,043

FIGURE 7. State Compensation Program Benefits Paid in FYs 2001 and 2002, by Type of Expense

Expense Category	Biennium Total	Percentage
Medical/Dental	\$351,227,272	42
Economic Support	\$192,529,736	23
Mental Health	\$123,840,378	15
Funeral/Burial	\$89,619,566	11
Forensic Sexual Assault Exams	\$21,103,529	2
Crime Scene Cleanup	\$224,698	1
Other	\$49,000,765	6
Total	\$827,545,944	100

displays the dollar amount reported for each category of expenses during the reporting period. As in previous years, compensation programs paid out the largest amount of money for medical and dental expenses, economic support, and mental health treatment. State payment of benefits for forensic sexual assault exams showed the largest proportional increase, as these more than doubled from \$9 million in FY 1999–00 to \$21 million in FY 2001–02. This increase demonstrates a heightened sensitivity by medical and criminal justice personnel about the importance of forensic exams in addressing the victim’s personal health concerns and collecting criminal evidence.

In their annual performance report, states also specify the number of claims paid, the subset of these claims that involved domestic violence, and the amount of payment by the type of crime victimization.

The nationwide analysis of these state reports for the reporting biennium is presented in figure 8. Overall, this reporting period was very similar to the previous one (FYs 1999 and 2000):

- Assault accounted for the highest number of paid claims, the largest dollar figure for payments, and the majority of domestic violence-related claims.
- Child abuse accounted for the second highest number of paid claims and the third largest dollar figure for payments.
- Homicide accounted for the third highest number of paid claims and the second largest dollar figure for payments.
- Sexual assault accounted for the fourth highest number of paid claims for a specified crime category.

FIGURE 8. Number and Amount of Victim Compensation Claims Paid in FYs 2001 and 2002, by Type of Crime

Crime Category	Total Number of Paid Claims	Claims Designated as Domestic Violence Related	Total Amount Paid
Assault	136,077	47,990	\$410,765,571
Child Abuse	68,784		\$80,852,459
Homicide	31,283	2,881	\$132,589,462
Sexual Assault	22,622	1,805	\$30,069,834
DUI/DWI and Other Vehicular Crimes	12,742		\$63,168,832
Robbery	10,440	112	\$26,929,532
Terrorism	2,520		\$39,614,589
Stalking	1,167	645	\$1,987,652
Kidnaping	1,110	293	\$1,817,248
Arson	336	38	\$788,234
Other	18,106	9,788	\$27,333,825
Total	305,187	63,552	\$815,917,238



The national evaluation of state victim compensation programs

With OVC's support, NIJ commissioned the Urban Institute and SANDAG to evaluate state victim compensation programs.⁶ During the reporting biennium, the evaluation team released a report on a national survey of the state compensation program administrators and a more indepth examination of program policies and operations in six states, namely, California, Idaho, Pennsylvania, South Carolina, Vermont, and Wisconsin. Some 452 compensation claimants from the 6 states were interviewed regarding their experiences. The claimants had filed for compensation for one of the following four crime categories: assault or battery, burglary, domestic violence, and robbery. Key findings and trends identified in this evaluation effort include the following—

- Compensation programs are striving to become increasingly efficient and effective in meeting victims' needs by streamlining procedures, reducing case processing time, and relaxing eligibility requirements.



- Compensation programs appear to benefit from strong victim-oriented leadership, strategic and financial planning, development of staff tools such as decisionmaking guidelines and operational manuals, adequate numbers of well-trained staff, and the use of new technology for processing claims.
- The growth of the compensation programs appears to be directly tied to close coordination with victim assistance grant administrators and direct service providers in the community.
- Effective communication needs to be established to inform victims of potential compensation benefits, to better explain eligibility requirements, to minimize the number of claims denied, and to explain why claims were denied and how to appeal that decision.
- Not all victims benefit from the compensation programs and many eligible victims do not apply for compensation. In the nationwide survey, 81 percent of the compensation administrators noted they receive too few claims based on crime statistics in their state.

- In the six study states, the following victims were more likely to be represented on the claimant rolls:
 - Victims of homicide, domestic violence, sexual assault, and gun-related crimes.
 - Older victims, more often female, and more often white than victims in general.
- Based on the survey of compensation administrators, the number one suggestion was to expand the definitions of secondary victims, particularly as more is learned about the effect of violent crime on child victims.

Training and Technical Assistance for State VOCA Programs

State victim assistance and compensation agencies are tasked with administering millions in federal VOCA funds at any given time. With multiyear funding, fluctuating funding amounts, and the changing environment of victims' rights and services, it is essential that VOCA victim assistance and compensation agencies are given enough support to provide quality training and technical assistance, identify unserved and underserved victim populations, measure performance, and improve the distribution and management of federal funds.

National training conferences for VOCA victim assistance and compensation administrators

In FY 2002, OVC awarded discretionary funds to the National Association of VOCA Assistance Administrators (NAVAA) to plan and implement the National Training Conference for VOCA Victim Assistance Administrators, held in October 2002 in Atlanta, Georgia. In addition, this grant supports the ongoing development of NAVAA's training and technical assistance capability, the maintenance and expansion of comprehensive

resources and communications for administrators—including an NAVAA Web site (www.navaa.org)—and an electronic communications network or listserv.

In FY 2002, OVC entered into a cooperative agreement with the National Association of Crime Victim Compensation Boards (NACVCB) to again convene a national training conference for compensation managers, board members, claims processing specialists, and other key staff. This conference, held in October 2002 in Denver, Colorado, focused on strategies and ideas to improve program performance in better serving victims. With OVC funding, NACVCB is also developing an orientation training manual for new state VOCA compensation administrators and updating the Mass Casualty Protocol for victim compensation programs.

OVC strongly supports the exchange of information and communication among state VOCA assistance and compensation staff as they strive to build collaborative efforts and leverage resources to better meet the needs of victims across the Nation. Under this cooperative agreement, NACVCB, in collaboration with NAVAA, was also charged with the responsibility for planning and implementing a National Training Conference for State VOCA Assistance and Compensation Administrators on September 22–26, 2003, in New Orleans, Louisiana. This conference addressed training, technical assistance, and information needs with a focus on grant implementation issues and efforts to enhance the delivery of quality services to victims. For more information, visit NACVCB's Web site at www.nacvcb.org or NAVAA's Web site at www.navaa.org.



Other tools to assist VOCA administrators: Geographic information systems

Because of its growth, the victim service field is improving its administrative and management skills. Calls from policymaking bodies and the public for accountability on the use of public funds have led to an examination of tools that can support data-driven decisionmaking and outcome evaluation. To provide state administrators and victim service providers with one such tool for assessment, planning, and operations, OVC partnered with NIJ's Mapping and Analysis for Public Safety to introduce Geographic Information Systems (GIS) technology to the field.

In February 2003, OVC released a monograph entitled *Using Geographic Information Systems To Map*

Crime Victim Services: A Guide for State Victims of Crime Act Administrators and Victim Service Providers. This report provides guidance on how GIS technology can help analyze information, such as types of crime by location, victim population groups served and underserved, and the location of victim service organizations and their geographical service areas. This information can be used to examine the availability of basic services and the sufficiency of services for specialized population groups. It can visually display multiple funding sources in a geographic area to help distribute resources fairly. GIS technology can also be extremely useful in developing strategic financial and program plans to maintain and develop victim compensation and assistance services.

The growth of compensation programs appears to be directly tied to coordination with victim assistance grant administrators and direct service providers in the community.



CHAPTER 3

SUPPORTING SERVICES AND ASSISTANCE FOR VICTIMS OF FEDERAL CRIME



Serving Victims of Federal Crime

OVC is committed to providing leadership, policy guidance, and support to federal agencies and Indian tribes to assist them in developing services for victims of federal crimes.⁷ Funding available from the Fund, as authorized by VOCA, for services to federal crime victims and American Indian child victims provides the necessary resources for a wide range of activities. This funding supports training and technical assistance to effectively change the federal criminal justice and tribal justice system by building coordinated, multiagency, victim-centered service programs; developing and disseminating publications and other informational materials; producing demonstration programs; and implementing program evaluation efforts. In addition, VOCA authorizes the set-aside of money from the Fund to support personnel who assist victims in 93 U.S. Attorneys' Offices (USAOs), 56 Federal Bureau of Investigation (FBI) field offices, and the operation and maintenance of a federal victim notification system.

Funding a nationwide automated victim information and notification system

Computer automation provides an excellent vehicle for federal investigative, prosecutorial, and corrections components to meet the victim notification requirements specified in the *Attorney General Guidelines for Victim and Witness Assistance (AG Guidelines)*. Money allocated from the Fund has been used by the FBI, the Executive Office for United

OVERVIEW OF STATISTICS ON FEDERAL CRIME CASES

In contrast with the overall decline in nationwide crime statistics in recent years, federal criminal case processing has consistently risen from 1994 to 2001.

- **Suspects investigated.** During 2001, U.S. Attorneys initiated investigations involving 121,818 suspects for possible violations of federal law, a 23-percent increase since 1994. To a large extent, this increase was due to more investigations of immigration violations (from 5,526 to 15,378) and drug offenses (from 29,311 to 37,944).
- **Suspects arrested.** During 2001, federal law enforcement agencies arrested 118,896 suspects for possible violations of federal law. Of these arrests, almost 29 percent were for drug offenses, 21 percent for immigration offenses, 16 percent for supervision violations, 14 percent for property offenses, 5 percent for weapon offenses, 4 percent for violent offenses, and 3 percent to secure and safeguard a material witness.
- **Defendants charged.** Between 1994 and 2001, the number of defendants charged in criminal cases filed in U.S. District Court increased by 33 percent, from 62,327 to 82,614.
- **Defendants convicted.** During 2001, criminal cases involving 77,145 defendants were concluded in U.S. District Court. Of these, 89 percent, or 68,533, were convicted.
- **Defendants imprisoned.** In 2001, there were 51,057 offenders sentenced to prison. The proportion of defendants sentenced to prison increased from 65 percent in 1994 to 74 percent in 2001; however, the length of the average sentence was about 6 months shorter (from 62.6 months in 1994 to 56.7 months in 2001).



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the number of defendants
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States Attorneys (EOUSA), and the Federal Bureau of Prisons (BOP) to develop and implement a nationwide automated victim information and notification system (VNS). The system is intended to provide consistent information and reduce the amount of time and resources necessary to notify victims of key case events.

In FY 2001, a pilot test of the system produced favorable results, leading EOUSA to seek a funding source for FY 2002 and beyond. VNS is now operational and, as of the end of FY 2002, the database was populated with about 21,300 active FBI cases, 16,200 active USAO cases, 19,900 active BOP subjects, and 178,800 active victim listings. In the future, the system will be adapted to include other federal criminal investigative agencies.

Supporting victim/witness coordinator and assistant positions at the FBI and USAOs

Implementation of provisions contained in the *AG Guidelines* is mainly accomplished via assigned personnel providing victim and witness assistance. In FYs 2001 and 2002, Congress provided money from the Fund to support victim advocates and coordinators in the FBI and USAOs, the two DOJ components with lead responsibility for investigating and prosecuting federal crimes. Since FY 2001, VOCA has provided funding support to the FBI for hiring 112 full-time victim specialists to improve victim service delivery at each of the FBI's 56 field offices and 25 largest resident agencies, and to fill 31 positions in Indian Country. Since FY 2000, OVC has also carried out its congressional mandate to support 170 victim/witness coordinators and advocates assigned to various USAOs, including victim support for the Washington, D.C., Superior Court, and 77 victim/witness work years for the U.S. Attorneys.

Targeting cross-border telemarketing fraud: The Canadian Eagle Initiative

It is estimated that 80 percent of victims of Canadian-based telemarketing fraud are U.S. citizens. The most vulnerable victims are the elderly, who stand to lose savings accumulated over a lifetime and to accumulate debts from which they will never recover. Perpetrators of these fraudulent schemes are known to circulate the names and personal information concerning "known" victims. These victims, who have already displayed a willingness to send money, are at heightened risk for repeated victimization. With OVC funding support, the FBI has assigned special agents to work with the Royal Canadian Mounted Police



(RCMP) and Canadian prosecutors in Montreal, Vancouver, and Toronto to advance interdiction efforts against Canadian-based fraudulent telemarketers who target U.S. victims. Through the Canadian Eagle Initiative, the FBI is striving to provide appropriate services to victims of telemarketing fraud, to reduce the number of persons revictimized, and to minimize the emotional and financial trauma experienced by these individuals. The project has identified large telemarketing fraud schemes and provided victims with information about their rights, telemarketing, and other fraudulent schemes.

Collecting assets through the Victim Restitution Project

OVC transferred funds to the U.S. Attorney's Office for the Northern District of California to support efforts in locating offender assets for use in criminal cases and to pay fines and restitution at the time of sentencing. Asset identification has also been helpful in bail proceedings, sentencing, and in determining restitution. The asset investigators accomplish their work by reviewing incoming case files, tax returns, and credit reports; conducting asset searches; and consulting with agents and U.S. Attorneys. This project is cost effective because it brings in much more money than is required to support it. An asset investigation manual was developed and can be disseminated and replicated by other USAOs.

Planting the Seeds of Victim Advocacy Across Federal Agencies

Although the FBI and USAOs play the primary role in serving victims of federal crime, many other federal agencies also have critical points of contact with victims. During FYs 2001 and 2002, OVC awarded discretionary funds to initiate victim advocacy efforts at numerous federal agencies—including the U.S. Department of

the Interior, the U.S. Department of the Treasury, the Bureau of Citizenship and Immigration Services (BCIS), and the U.S. Postal Inspection Service—to plant the seeds for continuing victim service growth and development at these agencies. In many instances, VOCA funds support the delivery of direct services to victims, the development of effective agencywide policies and practices for victim services, and training for agency staff to increase their skill level in addressing victims' needs. The following are selected examples of accomplishments by various federal agencies with VOCA support:

Addressing the emergency service needs of victims of federal crime

A number of federal agencies have identified the need to make funds available on an emergency basis





to victims of federal crime who require assistance of an immediate or short-term nature that cannot be met by any other source. In FYs 2001 and 2002, OVC supported the provision of federal crime victim assistance funds as “the funding source of last resort” for a number of federal agencies, including the following DOJ components: BOP—includes victim travel to executions of federal prisoners when travel costs would be a financial hardship; the Civil Rights Division and BCIS—both focus on victims of human trafficking; the Drug Enforcement Administration; EOUSA; and the FBI—spans a wide range of victims, including victims of terrorism and human trafficking.

The third National Symposium on Victims of Federal Crime

OVC convened the third National Symposium on Victims of Federal Crime in Washington, D.C., in

January 2001. This symposium provided a forum for some 1,250 attendees from many different sectors of the federal system to develop strategies for more effectively leveraging resources across agencies to better serve victims. The agenda was unique because it covered various topics relevant to state and local victim service providers (e.g., child abuse, sexual assault, domestic violence, homicide survivors, and gang violence) and many speciality areas that are more likely to fall under the purview of federal law enforcement (e.g., child Internet sex crimes, international parental child abduction, kidnaping for ransom, bank robbery, battered immigrant women, refugee survivors of torture, human trafficking and slavery, American Indian victims, jurisdictional issues in international and military cases, tourist advocacy, Internet fraud, and international terrorism).



TVA programs provide crisis intervention, 24-hour hotlines, mental health counseling, advocacy, and other victim services.

American Indian and Alaska Native Initiatives

As part of its longstanding commitment to serve the needs of American Indian and Alaska Native communities and DOJ's policy on Indian Sovereignty and Government-to-Government Relations with Indian Tribes, OVC established two Indian Country discretionary grant programs: the Victim Assistance in Indian Country (VAIC) Discretionary Grant Program, recently renamed the Tribal Victim Assistance (TVA) Discretionary Grant Program; and the Children's Justice Act (CJA) Partnerships for Indian Communities Discretionary Grant Program.

The TVA program has stimulated the growth of a responsive victim assistance network that has become a permanent part of Indian Country communities. TVA programs provide direct victim services including

crisis intervention, emergency services, 24-hour crisis hotlines, mental health counseling, hiring of victim advocates and recruitment of volunteers, emergency transportation of victims, court advocacy and accompaniment, and bilingual counseling services.

The CJA program helps tribal communities improve the investigation, prosecution, and overall handling of child abuse cases, particularly cases of child sexual abuse, in a manner that increases support for—and lessens additional trauma to—the victim. Activities funded include the revision of tribal codes to address child sexual abuse; provision of child advocacy services for children involved in court proceedings; development of protocols and procedures for reporting, investigating, and prosecuting child abuse cases; enhancement of case management and treatment services; specialized training for prosecutors, judges,

investigators, victim advocates, multidisciplinary or child protection teams, and other professionals who handle severe child abuse and sexual abuse cases; and development of procedures for establishing and managing child-centered interview rooms.

To continue the growth of victim-focused programs in Indian Country, OVC has funded several initiatives that explore new ways to support victims and victim service providers in American Indian and Alaska Native communities. Examples of these initiatives include the Children's Advocacy Centers in Indian Country, the American Indian and Alaska Native Victim Assistance Academy, training and technical assistance for TVA and CJA grantees, the Forensic Telemedicine Equipment and Training Program, and victim assistance resource and informational materials. Because these initiatives seek to provide culturally appropriate services for victims in Indian Country, each in some fashion supports the others.

Examining violent victimization in Indian Country

Based on the Bureau of Justice Statistics' (BJS) National Crime Victimization Survey (NCVS), between 1993 and 1998, American Indians experienced violence at rates more than twice that of blacks, two and one half times that of whites, and four and one half times that of Asians. On average, nearly 12 percent of all American Indians more than 12 years old are victims of violent crime in any given year. American Indians had the highest rates of victimization across the board in the categories of violent crime surveyed: rape and sexual assault, robbery, aggravated assault, and simple assault. The most elevated rates of victimization occurred between ages 16 and 24, when one out of five American Indians was victimized by violent crime each year.

Although NCVS does not capture information on child victimization, other studies have indicated that

American Indian and Alaska Native children experience high levels of child abuse. OVC is committed to advancing the delivery of culturally sensitive services to American Indian and Alaska Native victims to help them cope and heal after the victimization.

Developing victim assistance in Indian Country

Since its inception in 1988, the VAIC Discretionary Grant Program has touched the lives of thousands of American Indians. VAIC has also stimulated the growth of a responsive victim assistance network that has become a permanent part of Indian Country communities. OVC supported VAIC projects at more than 30 tribes or tribal organizations (see appendix C for a list of VAIC projects in FYs 2001 and 2002). These VAIC programs provide a variety of direct victim services, including—

- Crisis intervention.
- Emergency services such as food, clothing, shelter, and repair of broken doors, windows, and locks.
- 24-hour crisis hotlines.
- Mental health counseling.
- Victim advocacy.
- Emergency transportation of victims.
- Court advocacy and accompaniment.
- Bilingual counseling services.

In FY 2003, OVC decided to expand the funding allocation for VAIC to \$2.5 million, to rename it TVA, and to invite all federally recognized tribes in the United States to participate. Under the VAIC program, only tribes under federal criminal jurisdiction were eligible to apply. However, under the new and expanded TVA program, OVC also intends to award

about \$500,000 to support projects at up to eight tribes not under federal criminal jurisdiction to provide direct services to victims. These services may include court accompaniment, advocacy, compensation assistance, emergency funds, counseling, crisis intervention, and training for law enforcement. OVC is especially interested in funding projects that address the needs of unserved and underserved victims, particularly victims of child abuse, homicide, elder abuse, gang violence, and drunk driving.

Addressing the concerns of American Indian and Alaska Native victims

OVC has considered how it might further strengthen its commitment to honor tribal sovereignty and

improve the relationship between the Federal Government and Indian tribes while fulfilling its goal of improving the response to victims in Indian Country. For this purpose, OVC dedicated 2 of the 10 victim roundtables to address improvements in delivering services to victims in Indian Country. At the meetings held in Albuquerque, New Mexico, and Green Bay, Wisconsin, a total of 48 individuals from 14 states participated in the discussions. Even though participants shared many concerns raised by other citizens across the Nation, several recommendations pertained to the specific needs of victims in Indian Country. Participants recommended that—



Victim roundtable participants in Indian Country recommended that OVC support cultural competency training for all criminal justice professionals.

- Federal, tribal, state, and local agencies share victim information about the crime so Indian victims do not have to repeat their stories for each agency.
- OVC support training that includes a cultural competency component for criminal justice professionals, or that culturally sensitive training be required for all criminal justice system professionals, including the FBI, USAOs, and state service providers who work with American Indian and Alaska Native victims.

OVC has a longstanding commitment to serving the needs of American Indian and Alaska Native victims, particularly those residents in remote areas of Indian Country where victim services are limited or nonexistent. Traditionally, OVC has coordinated closely with various federal law enforcement agencies and directly with various tribal law enforcement and

victim service providers. OVC also facilitates coordination of the tribal victim assistance grantees with state VOCA administrators through an established working group.

Providing training and technical assistance in Indian Country

OVC is committed to providing both the new TVA grantees and the existing VAIC programs with extensive training and technical assistance. In FY 2003, OVC continued to support ongoing efforts that provide training and technical assistance for the TVA program through training conferences, regional training offerings, site visits, a Web site, and mentoring meetings. Grantees assist OVC with monitoring TVA programs' progress and expenditures and deliver technical assistance that supports the long-term sustainability of programs. Grantees also serve the VOCA-TVA Working Group (formerly the VOCA-VAIC Working Group), which strives to advance collaborative efforts across tribal communities and state VOCA offices.

Evaluating services in Indian Country

In FY 2003, OVC provided funds to NIJ to initiate a process evaluation to identify the gaps in services for specific sites, determine what services are furnished to victims across Indian Country, and analyze the impact of services provided. The evaluators will also survey the permanency and accessibility of programs and develop recommendations for improving services.

Building Children's Justice Act Partnerships in Indian Communities

Since 1989, OVC has provided funding through the Children's Justice Act Partnerships in Indian Communities. In FYs 2001 and 2002, OVC awarded the funds earmarked for CJA to help American

Indian tribes develop and implement programs to improve the investigation, prosecution, and handling of child abuse cases, particularly cases of child sexual abuse. (See appendix D for a list of CJA projects in FYs 2001 and 2002.)

In many instances, the projects have established multidisciplinary child abuse teams to minimize the number of interviews the child undergoes, to identify and address the child's needs, and to monitor and protect the child's safety and well-being. In Alaska, for example, the Kawerak CJA project is establishing child protection teams in Nome and the remote villages of the Bering Strait region to decrease the initial response time to reports of child abuse.

Children's Justice Act training and technical assistance

OVC recognizes that many CJA tribal projects need training and technical assistance specifically tailored to meet their needs. Therefore, OVC is providing support for the Tribal Law and Policy Institute to coordinate the necessary training and technical assistance for tribes to develop a multidisciplinary approach to investigating and prosecuting child abuse cases and treating and advocating for child abuse victims. The training efforts focus on a multidisciplinary approach that minimizes the trauma suffered by the child victim and maximizes the opportunity to provide the assistance, services, and resources needed to support the child's recovery. Coordination of all entities at the tribal, federal, and state levels that are involved in child abuse cases—as well as strategies for accomplishing systemic change—are addressed. The training is designed so that these improvements will become an ongoing part of the tribal response to child abuse. One planned product of this training and technical assistance effort is a resource guide for drafting or revising existing tribal laws on crimes



against children. The resource guide is anticipated to be completed in FY 2004.

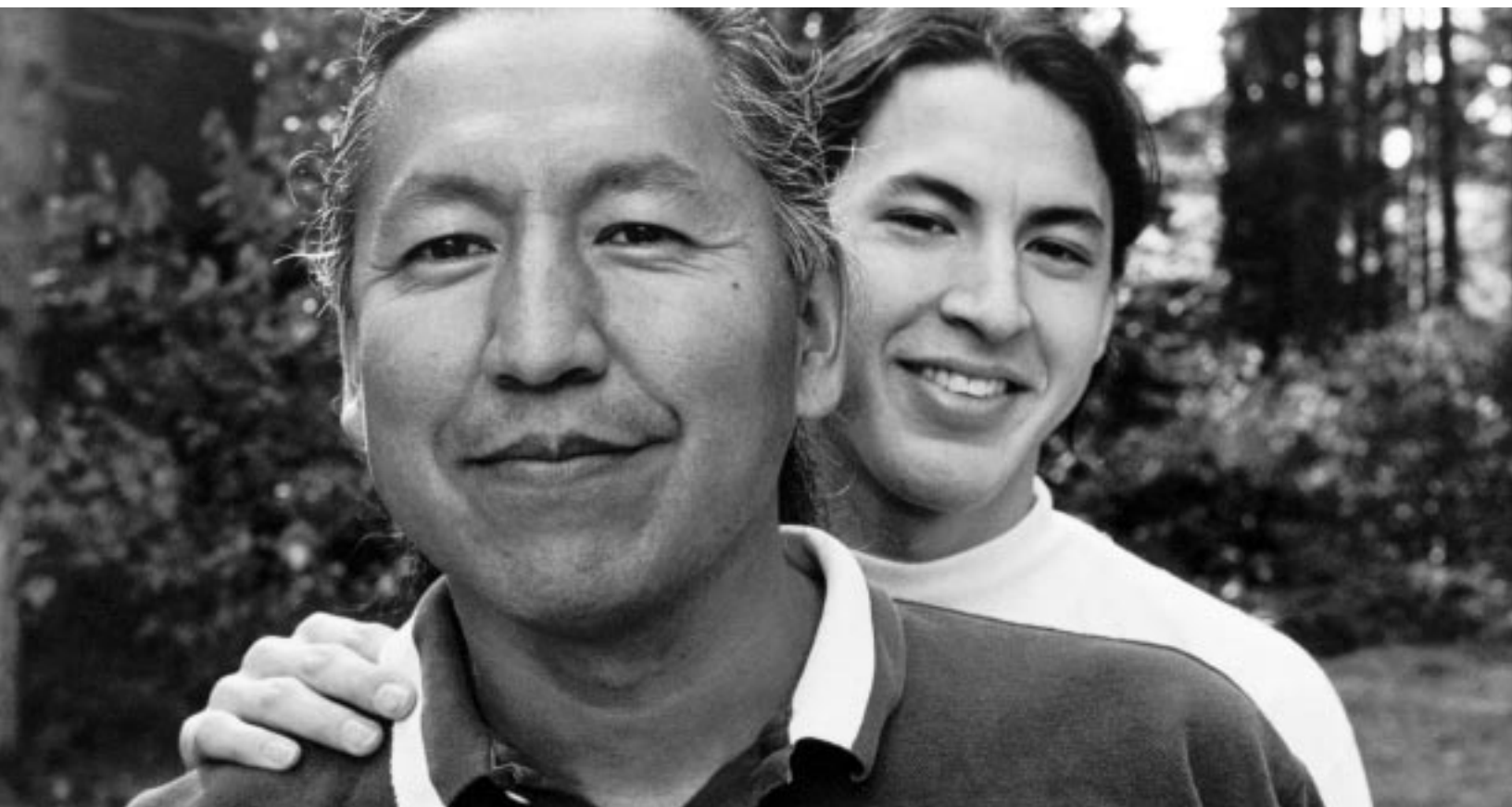
VOCA, as amended by CJA, provides that OVC's director shall use VOCA funding to award grants to help American Indian tribes develop, establish, and operate programs to improve (1) the handling of child abuse cases, particularly sexual abuse, in a manner that limits additional trauma to victims; and (2) the investigation and prosecution of cases of child abuse, particularly sexual abuse. VOCA also provides that the director shall cooperate with and provide technical assistance to states, units of local government, and other public and private organizations or international agencies involved in activities related to victims.

Based on these requirements, OVC established the CJA Training and Technical Assistance Program. Through this program, the tribal grantees identified tribal code development as a primary objective for improving the investigation and prosecution of child abuse, improving the system's response to child abuse, implementing successful grant activities, and enhancing capacity building and sustainability. Indian Nations are not able to coordinate a systemic response to child abuse when existing tribal codes do not adequately address child abuse cases or protect victims.

In FY 2001, OVC also awarded a grant to the Northern Plains Tribal Judicial Institute at the University of North Dakota School of Law to conduct workshops for tribal and federal judges on coordinating child sexual abuse prosecutions in Indian Country. In addition, this grant provided scholarships for tribal court personnel to attend national and regional training events that focused on providing services to protect Indian Country victims.

Collaborating with federal agencies to serve victims in Indian Country

VOCA defines services to victims of federal crimes in broad terms. They include direct services, the development and delivery of training and technical





assistance, the preparation of publications and other informational materials, and salaries for personnel who provide services for victims. OVC has collaborated extensively with other federal agencies, including USAOs, the FBI Headquarter’s Indian Country Unit, the Bureau of Indian Affairs, the Indian Health Service (IHS), and NIJ, to advance the delivery of victim services and the implementation of victims’ rights. For more information about specific activities, visit OVC’s Web site at www.ojp.usdoj.gov/ovc.

Eighth National Strengthening Indian Nations Conference

In FY 2001, OVC awarded a grant to plan, organize, and deliver the eighth National Strengthening Indian Nations: Justice for Victims of Crime Conference. The goal of the conference was to improve the skills of victim advocates, victim service providers, and criminal justice professionals working with victims in Indian Country. The conference is the largest DOJ-sponsored Indian Country conference and serves to provide skills-building training to professionals responding to the rights and needs of American Indian and

Alaska Native victims. The 3-day conference was successfully presented December 5–7, 2003, in Palm Springs, California, with about 600 American Indian, state, federal, and local participants. Some 198 participants received OVC-funded scholarships to attend the conference. Without the scholarships, these participants would not have received this national-scope training.

Establishing the American Indian and Alaska Native Victim Assistance Academy

At the present time, there is no established academic training program that provides victim service providers in Indian Country with the specialized skills and knowledge they need to serve victims effectively. In FY 2002, OVC's Training and Technical Assistance Center (TTAC) assessed the training needs in Indian Country, examined what lessons could be learned from the National

Victim Assistance Academy training approach and evaluation, and convened advisory and focus group meetings with key stakeholders to develop a culturally relevant academy. This academy is scheduled to be operational in 2005.

Developing a sexual assault training curriculum for Indian Country

OVC has heard from American Indian and Alaska Native victim service providers that nationally recognized curricula on specific victimization topics often fail to meet their specialized needs in Indian Country. For this reason, OVC is reviewing and identifying subject-matter curricula that could benefit Indian Country. For example, in FY 2002, OVC began a concerted effort to adapt a sexual assault training curriculum for use in Indian Country. After pilot testing the curriculum in January 2003, in Albuquerque, New Mexico, OVC is continuing to incorporate culturally specific resources and statistics. OVC is also interviewing American Indian and Alaska Native sexual assault survivors across the country and plans to incorporate their comments into the revised curriculum, which is scheduled for completion in 2004.

Using forensic/telemedicine equipment to treat and document injuries

OVC provided support for IHS to develop the capability to photographically document and electronically transmit photographs of injuries sustained by victims to other medical facilities, medical providers, or subject-matter experts who can assist in the investigation, diagnosis, and treatment of victims in Indian Country. Such technology is particularly useful in sexual assault and child sexual abuse cases. In FY 2001, OVC provided additional funds to train IHS physicians and nurse practitioners in applying this technology to child sexual abuse cases.

OVC-funded scholarships helped 198 American Indian and Alaska Native service providers, advocates, and criminal justice providers receive training.

CHAPTER 4

RESPONDING TO TERRORISM AND MASS VIOLENCE



The threat of terrorism and criminal mass violence against Americans, both in the United States and abroad, has increased in recent years. Acts of terrorism leave victims with serious physical and emotional wounds, and challenge government officials and communities to respond immediately. Victim assistance and compensation providers face the daunting task of coordinating effective and timely responses, providing information and assistance to victims, and working closely with other agencies and victim service organizations.

OVC created the Terrorism and International Victims Unit (TIVU) in November 2000 to develop and manage programs and initiatives that help victims of domestic and international terrorism, mass violence, and crimes that have transnational dimensions. OVC also works closely with other federal, state, and local agencies to help communities respond to the immediate and long-term needs of victims. OVC continues to provide long-term support to victims of earlier terrorist attacks and incidents of mass violence as well as to respond to the U.S.S. Cole bombing in Yemen in October 2000, the attacks of September 11, 2001, and other cases of terrorism abroad involving U.S. citizens and Government employees.

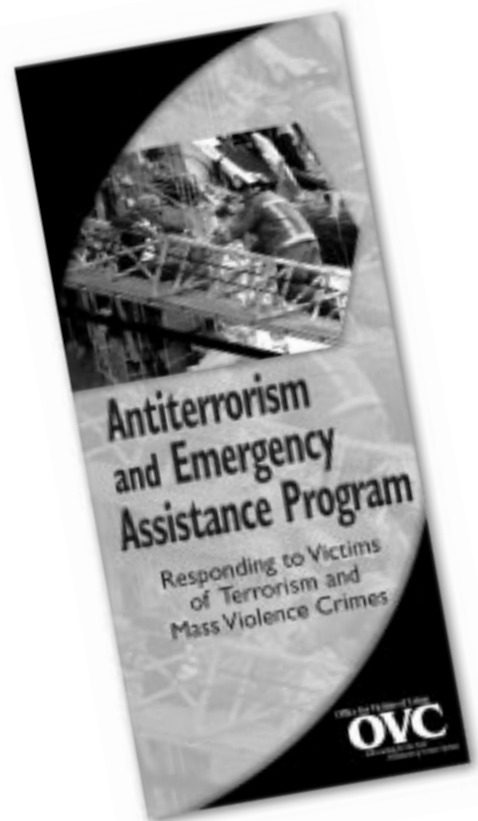
Antiterrorism and Emergency Assistance Program for Terrorism and Mass Violence Crimes

OVC developed the Antiterrorism and Emergency Assistance Program (AEAP) to provide timely resources to jurisdictions to address victims' needs after an act of terrorism or mass violence. Eligible applicants include state victim assistance and compensation programs, U.S. Attorneys' Offices, victim service and nongovernmental organizations, and federal, state, and local governments. In cases within the United States, applications are accepted only from the jurisdiction in which the crime occurred—unless a separate or new statute establishes a special authorization and appropriation that supports allocations to other jurisdictions, or a compelling justification can be provided to OVC supporting requests from other jurisdictions. In January 2002, OVC issued guidelines and an application kit for the Antiterrorism and Emergency Assistance Program for terrorism and mass violence crimes. The application kit may be used to apply for funds to compensate and assist victims of terrorism and mass violence.

OVC offers the following assistance to meet the immediate and extended needs of victims and the community after a terrorism and mass violence crisis:

- Crisis response grants that provide funds to help victims build adaptive capacities, decrease stressors, and reduce symptoms of trauma immediately after the event.
- Consequence management grants that provide supplemental funds to help victims recover from the traumatic event and restore their sense of equilibrium.
- Criminal justice support grants that facilitate victim participation in an investigation or

Consequence management grants help victims recover from traumatic events and restore their sense of equilibrium.



prosecution directly related to the terrorist or mass violence event.

- Compensation grants that provide supplemental funds to victim compensation programs to reimburse victims for out-of-pocket expenses related to their victimization.
- Training and technical assistance that provide tools to help federal, state, and local authorities identify victims' needs and necessary resources, coordinate services to victims, develop strategies for responding, and address related issues. Although direct funding is not available, OVC will send experts to meet the needs of applicants.

International Terrorism Victim Compensation Program

In late 2000, Congress passed the Victims of Trafficking and Violence Protection Act of 2000, which provides aid for victims of terrorism and expands OVC's authority to respond to incidents of terrorism outside the United States. The Act authorized the OVC director to establish an International Terrorism Victim Compensation Program (ITVCP), which allows U.S. nationals and U.S. Government employees or officers who become victims of international terrorism outside the United States to apply to a single federal office to obtain compensation. ITVCP is modeled after expense reimbursement structures



used by state compensation programs, but takes into account the unique nature and impact of international terrorism victimization and the unusual additional expenses that victims, survivors, and family members of international victims often incur (e.g., long-distance travel for burial and medical care). DOJ will soon publish ITVCP regulations for public comment.

Meanwhile, OVC has two interim measures in place to address the emergency assistance needs of victims of international terrorism. The first is a memorandum of understanding with the FBI and State Department that allows use of the FBI Crime Victim Assistance Fund, made available through OVC, to support immediate crisis response assistance, including emergency travel, transportation, and Med-Evac costs to get injured victims to appropriate medical facilities. The second is a contract to handle requests for emergency expenses, such as funeral

and burial, mental health, medical, and other miscellaneous costs that extend beyond the scope of funding activities, also via the FBI Crime Victim Assistance Fund.

OVC Call Center

In the aftermath of a terrorist or mass violence incident, OVC stands ready to collect and disseminate victim information and provide services to a wide range of victims. In spring 2001, OVC issued a contract to establish a call center to provide emergency crisis management services. By 4 p.m. on September 11, 2001, OVC activated the call center, which offers 24-hour, toll-free telephone support to collect information about victims from family members and to provide referrals for financial, housing, and counseling assistance. About 37,000 victims and family members received assistance and referrals through the call center following the September 11 attacks. In FY 2002, OVC provided additional funding from its Antiterrorism Emergency Reserve to support call center operations for the September 11 victims and for future terrorist attacks. As a result, OVC now has the capacity to operate the call center daily and to raise activity to 25 percent of crisis capacity within 30 minutes of a terrorist attack and 100 percent within 4 hours of an incident.

Safe Haven Protocol

With the upcoming trial of Zacarias Moussaoui, accused in the September 11 terrorist attacks, OVC funded the development of a protocol to provide safe havens and victim assistance services to victims participating in terrorism and mass fatality criminal trials. A safe haven is a physical space located near a courthouse or a closed-circuit television site designated strictly for victims to view the trial and receive





services such as information, referrals, meals, and emotional support provided by professional nonsecular clergy, mental health professionals, and victim advocates. Crafting a protocol of this magnitude requires collaboration among multiple community organizations, arranging numerous local safe havens, delivering uniform services at all sites, cultivating a media plan, developing a task force, and managing volunteers, while being sensitive to confidentiality and liability issues.

Victim-Focused Training for Emergency Responders

In FY 2001, OVC awarded a contract to provide training and consultation services designed to enhance the capacity of emergency responders to deal effectively with victims of terrorism and weapons of mass

destruction (WMD). Based on a needs assessment, the contractor developed victim-focused training for individuals, agencies, and institutions that might be called to support victims of terrorism, but particularly emergency responders. The training materials provide a core of knowledge about victims' needs, including emergency responders as victims. OVC worked with the Office for Domestic Preparedness and the National Sheriffs' Association (NSA) to incorporate these materials as a stand-alone portion of NSA's ongoing training for WMD emergency responders.

Specialized Training on Mental Health Needs of Victims of Terrorism and Mass Violence

Federal law enforcement and community service providers face significant challenges in responding

to the mental health needs of victims. This becomes especially difficult in cases of terrorism and mass violence. OVC and HHS's Center for Mental Health Services (CMHS) collaborated in FY 1999 to provide mental health training, technical assistance, and consultation services for professionals assisting victims. Under the agreement, a training manual was developed in FY 2002 to help mental health and victim service providers better serve terrorism and mass violence victims. The training manual and curriculum will be published and training delivered to mental health professionals and victim service providers via OVC TTAC.

Coordinated Effort With American Red Cross To Guide Volunteers

When a terrorist attack or incident of mass violence occurs, OVC coordinates its efforts to serve victims with emergency service organizations and their volunteer networks. During the reporting period, OVC coordinated with the American Red Cross in the development of an informational brochure to help volunteers responding to victims of terrorism and mass violence. This brochure is scheduled for publication in FY 2004.

Pan Am Flight 103 Trial and Appeal

In activities that spanned both fiscal years, OVC maintained an international toll-free telephone line and supported the Lockerbie Trial ~ Families Project Web site during the appeal process. In addition, funds remaining in the Scottish Government account continued to support services rendered by the Crown Office Family Liaison Officer (FLO). These funds were also available to cover the costs associated with returning property to victims' families. The Crown



Office FLO attended the appeal hearings and drafted trial updates to post on the toll-free telephone line and Web site. Hearing proceedings were transcribed using the LiveNote system, and the same process used during the trial to transmit daily transcripts to Syracuse University for analysis and upload on the Web site was activated. Syracuse Web site project staff also provided detailed summaries which, along with related court documents, were posted on the Web. Many family members attended all or part of the hearings. The safe haven at the Scottish Court was left intact for use by the families, and the Scottish Court Service made its original FLO available at Kamp van Zeist to assist families.

Recent Cases

On September 11, 2001, four passenger airliners departed within 42 minutes of one another from

three East Coast airports and were later used in terrorist attacks against the United States. With earlier congressional legislation and the establishment of the Antiterrorism Emergency Reserve, OVC had a mechanism in place to respond in a timely manner to the victims of these terrorist attacks pending the availability of further congressional appropriations. OVC acted quickly to award the first round of victim assistance (\$3.1 million) and victim compensation (\$13.5 million) grants to New York, Pennsylvania, and Virginia on September 30, 2001.

In FY 2002, OVC received \$68.1 million in funding authorized in the Department of Defense Appropriations Act of 2002 to respond to the September 11 victims. Congress specifically directed

OVC to award grants for counseling programs to assist victims, family members of victims, and crisis responders. OVC divided the grant funding into three categories: victim compensation grants, victim assistance grants, and grants to nonprofit organizations.

Likewise, because many victims sought reimbursement from state crime victim compensation programs for mental health counseling services provided by a private vendor, OVC awarded two grants totaling \$6,087,500 to two state crime victim compensation programs to offset these claims. Grants were also awarded directly from OVC to nonprofit, non-governmental organizations that did not receive funding from any other federal source. Nine grants, totaling \$437,940, were awarded to these organizations. In April 2003, OVC submitted a detailed report to Congress on *Meeting the Needs of the Victims of the September 11th Terrorist Attacks: Department of Defense Appropriations Act of 2002*. For more specifics on how funding was allocated, please download this report from OVC's Web site at www.ojp.usdoj.gov/ovc/publications/infores/911victimsreptocongress03/welcome.html.

OVC's ability to provide assistance to the victims and direct funding resources to the affected jurisdictions following the terrorist attacks contributed greatly to its assistance efforts. Using moneys from the Antiterrorism Emergency Reserve, 6 states and 55 nonprofit organizations received OVC funding to help victims. Nearly 22,000 victims, crisis responders, and family members have been assisted by state agencies and local programs.

Less than 1 week after the terrorist attacks, OVC established a special Hope and Remembrance Web





site for victims and families. The Web site provided victims with answers to frequently asked questions, official messages from U.S. Government sources, news releases, publications, and external links to other resources. All pertinent information on resources and assistance can now be found on OVC's home page.

OVC has assisted and reimbursed victims in various other recent terrorist or mass violence incidents, including the October 2002 Bali, Indonesia, nightclub attack; the October 2002 massacre in Russia's Moscow Theatre; the December 2002 murder of missionaries to Yemen; and the 2003 bombings in Saudi Arabia and the United Nations Building in Baghdad, Iraq, via the contract for emergency assistance and the FBI Crime Victim Assistance Fund.

Less than 1 week after the terrorist attacks, OVC established a special Web site for victims and families with answers to frequently asked questions.

CHAPTER 5

BUILDING CAPACITY AND DEVELOPING PROGRAMS



The victim service field has evolved to include some 10,000 organizations with skills, capacity, knowledge, and resources that vary considerably in the delivery of services to victims and the promotion of victims' issues. OVC is committed to providing organizations with the necessary training, technical assistance, and other material resources to—

- Help build their capacity to develop strategic, long-term plans.
- Recruit and retain qualified staff and volunteers.
- Assess client needs and evaluate service delivery outcomes.
- Network with other victim service organizations, criminal justice agencies, allied professionals, and the faith community.
- Establish multiple funding sources to increase long-term continuity of operations.
- Sustain the delivery of high-quality services to victims.

OVC is also attentive to emerging areas of victimization, such as cybercrime, human trafficking, drug-facilitated sexual assault, fraud aided by electronic technologies, elder abuse, and domestic and international terrorism and mass violence, which place new demands on OVC's training and technical assistance capabilities. To respond to various victims' needs, OVC is committed to training providers, criminal justice personnel, allied professionals, and the faith-based community in the basics of victims' rights as well as in more advanced issues that address the complexities of

the victimization experience. At the victim roundtables, victims recommended cross training providers, criminal justice personnel, and allied professionals to enhance their collaborative efforts to meet victims' needs.

OVC identified and supported several cutting-edge initiatives intended to improve victim access to services, educate victims and allied professionals about victims' rights, and improve the quality and delivery of services by offering tools, training, and technical assistance to the field on various topics. Some of the topics include assisting victims with disabilities, responding to the needs of children at risk for victimization, addressing the needs of elderly victims, improving access to services for unserved and underserved victim populations in rural and urban settings,

facilitating victim access to the criminal justice system, and supporting community-based grassroots organizations' expansion efforts. Many efforts were augmented and enhanced by resources available through OVC's Training and Technical Assistance Center.

OVC's Training and Technical Assistance Center

As the victim service community strives to meet the challenges of serving victims of an increasing variety of crimes in a rapidly evolving environment, access to effective training, technical assistance, and relevant information is in high demand and of great value to the field. OVC created the Training and Technical Assistance Center in 1998 to serve as a centralized point of contact for local, state, tribal, and federal



agencies to access OVC's training and technical assistance resources. TTAC's mission is to bridge the gap between knowledge, experience, and practice to help the still-evolving victim service field successfully meet the challenges of an increasingly complex environment. TTAC's activities are coordinated through three core functions:

- Needs assessment.
- Capacity building.
- Evaluation.

TTAC pursues its capacity-building function by serving as a facilitator for a broad-based learning community composed of victim service providers, advocates, and allied professionals from across the country, including all OVC state formula and discretionary grant recipients. This community works to identify and promote best practices to ensure top-quality victim services throughout the field. Since its inception, TTAC has delivered training to agencies and organizations on various victim services and related topics; provided technical assistance in areas such as strategic planning, program development, management, evaluation, and policy and procedure development; operated a speakers bureau to identify speakers for conferences, focus groups, and other meetings; and developed a consultant pool of experts to support victim initiatives nationwide.

During the biennium, TTAC contractors fulfilled a range of requests for training, technical assistance, and speakers for victim-focused conferences and workshops. The most frequently requested topics for training and technical assistance included child victimization, elder abuse, domestic violence, victims with disabilities, traumatic grief, victim impact, professional development, and program development.



Among the more recent requests were those related to victimization of Muslims, domestic violence in the military, and incidents of mass violence and terrorism.

TTAC plays a crucial role in advancing OVC's national training agenda. TTAC developed and offers the Professional Development Institute (PDI), which consists of five modules addressing leadership, strategic planning, human resources, evaluation, and implementation. In FY 2003, TTAC reviewed and updated the PDI curriculum, which will be offered through the TTAC Training Calendar. TTAC also worked collaboratively with consultants in the field to develop and deliver training and technical assistance on a strategic planning toolkit. The kit functions as a guide for victim service organization administrators to identify goals and develop strategies to accomplish these goals.

TTAC also invests considerable effort advancing Indian Country initiatives. Efforts have included adapting a sexual assault training curriculum for use in Indian Country and providing developmental support for the establishment of an American Indian and Alaska Native Victim Assistance Academy to

serve the educational and professional needs of victim service providers in Indian Country.

In FY 2003, TTAC advanced several key innovations. The office—

- Assembled a consortium of victim assistance experts to identify the critical training and technical assistance needs of the field, to guide TTAC's development of priority initiatives, and to extend TTAC's outreach to the field.
- Developed and implemented the OVC TTAC Information System (OTIS) as an integrated management information system that allows staff to process incoming requests and match identified needs with appropriate resources (e.g., speakers, technical assistance providers, trainers, topical materials, scheduled training events).
- Established an interactive, user-friendly Web site (www.ovcttac.org) that provides access to best practices, curricula, publications, and other related materials.
- Developed a national training calendar for education and professional development opportunities offered throughout the year.
- Established and implemented core performance standards for the design, delivery, and evaluation of training and technical assistance, with a strong emphasis on integrating adult learning principles.
- Used train-the-trainer approaches and technology to disseminate resources nationwide.
- Identified and adapted existing training and technical assistance resources, arranged for peer reviews of publications, and prepared and disseminated materials and curricula on best practices.



National and State Victim Assistance Academies

In addition, OVC continues to support the National Victim Assistance Academy (NVAA) and State Victim Assistance Academies (SVAAs) as excellent sources of basic and advanced specialty training. Since its inception in 1995, NVAA has offered an academically based curriculum that emphasizes foundations in victimology and victims' rights and services to nearly 2,000 victim service professionals from every state and territory and 7 foreign nations.

The three primary goals of NVAA are to—

- Develop and implement a comprehensive, research-based, foundation-level course of academic instruction that provides victim advocates with

cutting-edge knowledge about victim assistance and the victimology field.

- Provide high-quality, intensive education and training to victim service providers, advocates, and professionals from federal, state, local, and tribal settings.
- Create a training model that can be adapted and integrated into institutions of higher learning and other venues, particularly the State Victim Assistance Academies.

NVAA offers a 40-hour research-based course of study and produces a comprehensive NVAA text that has grown to cover more than 38 subject areas. The interactive course of study includes lectures, working

and discussion groups, exercises, computer laboratories, faculty mentoring groups, and self-examinations.

The 2002 NVAA also included a live satellite training broadcast, "Victims of Terrorism and Mass Violence: A Continuum of Care." OVC sponsored the broadcast with the Victims' Assistance Legal Organization and Eastern Kentucky University.

The NVAA approach serves as a model for SVAAAs in developing foundation-based training in partnership with academic institutions. The SVAA curriculum is based on the NVAA course curriculum and text. OVC launched the SVAA initiative in 1999 with the award of competitive discretionary grants to Colorado, Connecticut, Pennsylvania, Texas, and Utah. Each site received supplemental OVC awards in FY 2002 for their third and final year of funding. In FY 2002, OVC awarded funds to Arizona, Maine, Maryland, Missouri, and Oregon to establish SVAAAs. Each SVAA site develops a planning committee, establishes a partnership with an academic host university, formulates the student selection criteria, assesses the specific needs of the respective state, and develops, implements, and evaluates the training program. OVC strongly encourages the development of similar initiatives in other states, with the goal of creating a national network of state academies.

The Professional Development Institute addresses leadership, strategic planning, human resources, evaluation, and implementation.

Basic Victim Advocacy Web-Based Training Course

Although training efforts such as those delivered via TTAC, NVAA, SVAAAs, and other OVC discretionary grant projects reach a large number of victim service providers and allied professionals, scores of providers do not have access to OVC and other training offerings. In addition, budgetary and time constraints prevent many people from taking advantage of

these opportunities. OVC's goal is to seed the development of SVAAAs in every state; however, until every state has a training academy for victim service providers, there is a need for an alternative, affordable, user-friendly source of victim advocacy and services training for community- and system-based providers to take at their convenience. In FY 2003, OVC allocated funding to develop and test accessible online training that gives victim assistance providers the knowledge and skills to identify and effectively respond to the basic needs of all victims. This online Web course will focus on the "how-to" of victim services and advocacy, including guidance on working within culturally diverse communities beginning in 2005.

Targeted Professional Development for Criminal Justice and Social Services Personnel

The network of professionals who come in contact with victims crosses a multidisciplinary spectrum of victim service providers and advocates, criminal justice personnel, allied professionals, and the faith community. OVC strives to improve the response of criminal justice practitioners to victims' needs and rights. Law enforcement personnel are frequently the first responders to reach victims, intervene in crisis situations, and provide referrals to appropriate service providers. OVC supports a number of efforts to improve the response of law enforcement to victims. One initiative is building the capacity of law enforcement agencies nationwide by providing technical assistance, disseminating a quarterly newsletter, and developing a model brochure and Web page on victims' issues. OVC funding has supported the development of a series of handbooks for law

enforcement on responding to various victim populations. A companion training video will follow the handbooks. Two OVC-funded demonstration projects support the improvement of victim services in rural law enforcement agencies. Finally, a curriculum developed with OVC funds will be used to train law enforcement on how to collect DNA evidence in sexual assault cases.

Meanwhile, OVC is funding a multiyear project called Victim-Oriented Policing through the International Association of Chiefs of Police (IACP) to create systemic change among law enforcement agencies in their response to victims. In the first year, IACP will begin planning to design and implement a national strategy. A national advisory group of law enforcement leaders, victim advocates, and victims will focus and guide the project. To obtain critical input that supports the planning process, IACP will host four national forums on the issue of police-based victim services. It also plans to convene a

**Online training
has the potential to
expand dramatically
the network of trained
professionals committed
to "putting victims first."**



focus group of armed services leaders who have instituted cultural change within military operations units to offer advice and guidance. Based on the feedback, IACP will design a national strategy for law enforcement leaders to move their agencies toward changing—in both philosophy and practice—their approach to victims.

In FY 2003, OVC launched a 4-year Judicial Training Project to develop and pilot test a curriculum on victimization issues for judges and other court personnel including probation officers. The training curriculum will include learning modules that address the impact

of crime on victims and their families, victims' rights, the use of technology to improve victim access to the criminal justice process, and victim safety. Additionally, OVC funding will support the development of a bench book for judges on victims' rights law and recommended procedures, and a compendium of promising practices.

Corrections-based programs for victim assistance were virtually nonexistent until the 1980s. The corrections community either did not view victims as part of their constituency or inappropriately diverted victims to programs with a primary focus on offender rehabilitation. Although victim services in correctional settings now exist in every state, some continue to be offender, not victim, focused. In recent years, OVC has become increasingly proactive in advancing the delivery of quality victim-focused services by corrections-based victim service providers. OVC supported the Association of State Correctional Administrators' (ASCA) development of a policy manual for victim service programs in state correctional agencies and its dissemination to the ASCA membership. In addition, OVC established a partnership with the National Institute of Corrections and the Corrections Program Office (now part of OJP's Bureau of Justice Assistance) to ensure that each state corrections victim services coordinator receives annual state-of-the-art training on various victims' issues and is given timely information on models and promising practices that can be adapted to improve services. In FY 2002, training topics included fundamental victims' rights, victim notification, restitution, safety planning for victims, outreach to victims, and program evaluation.

Social workers are among the key allied professionals who address victims' needs. OVC supported the



efforts of the National Association of Social Workers, Inc., to increase the capacity of social workers to respond effectively to victims of violent crime and their families by conducting an awareness campaign, developing and delivering specialized training, and integrating victimization issues into professional and continuing social work education.

Supporting Initiatives To Improve the Implementation of Victims' Rights

OVC recognizes that victims' rights promised by statute are merely illusory unless implemented and defended. OVC supports multiple initiatives to educate and support victims, victim advocates, victim/witness coordinators, prosecutors, judges, courts, and victims'

rights attorneys. A number of OVC initiatives facilitate victim access to the criminal justice system and document promising practices in delivering victims' rights. To foster the replication of a national model at the state and federal levels, the National Crime Victim Law Institute (NCVLI) is establishing eight clinics at the state level to enforce victims' rights from case intake through resolution. NCVLI intends to partner with law schools and other nonprofit organizations to uphold victims' rights and help victims with the challenges they face in getting information and participating in the criminal justice system. NCVLI will also train attorneys on victims' rights and effective legal strategies for victims and has taken steps to enhance collaboration among attorneys by establishing the National Alliance of Victims' Rights Attorneys.

OVC also supports efforts by the Maryland Crime Victims' Resource Center, Inc., to document and institutionalize successful advocacy processes, models, and practices that result in improved state compliance with victims' rights and increased access to needed services. Project findings and recommendations will be summarized in a report that will provide information, promising practices, and principles to assist advocacy organizations in other states that want to maximize compliance with victims' rights laws.

In addition, OVC recognizes the importance of providing state legislators with more detailed analysis of how to address victims' issues. In 2002, OVC initiated the State Legislature Victim Education Project, which is being conducted by the National Conference of State Legislatures (NCSL). This project will educate

the Nation's state and territorial legislators about victims' needs by compiling, publishing, and distributing a legislator's guide, and providing substantive descriptions of key areas of state law that address victims. For more details, visit NCSL's Web site at www.ncsl.org.

Training the faith-based community to help victims

Many Americans call on religious leaders for spiritual guidance, support, and information in times of personal crisis. The President's Faith-Based and Community Initiative aims to "identify and work to eliminate improper federal barriers to effective faith-based and community-serving programs through legislative, regulatory, and programmatic reform." In addition to providing VOCA funding to numerous faith-based victim assistance programs nationwide, OVC is developing specialized training and educational curricula for faith-based practitioners to increase their involvement in helping victims and improve their understanding of victims' needs.

OVC continues to support the Faith Community Professional Education Initiative to integrate victimization content into clergy education. Victim Services 2000 (VS2000)—a community collaborative approach/model for delivering victim services—and the Denver Seminary are identifying schools of professional religious education that represent a broad range of faiths to review and pilot test this curriculum to educate practitioners in the faith community.

The faith community members' role as crisis responders takes on even greater significance when it is joined with that of law enforcement, the criminal justice system's first responders to crime. Chaplains in law

OVC is developing specialized training and educational curricula for faith-based practitioners to increase their involvement in helping victims and improve their understanding of victims' needs.



enforcement agencies are uniquely positioned to guide the law enforcement response to victims, but many agencies do not use chaplains in this role. Many chaplains are not trained to respond to a broad range of victims. In FY 2002, OVC initiated the Law Enforcement Chaplaincy Services to Crime Victims Project to modify an existing curriculum and develop a law enforcement-based model for providing chaplaincy services to victims of violent crime. The project is intended to help chaplains respond to victims and support and improve the law enforcement response to victimization. The curriculum will be piloted in Chicago, Washington, D.C., Boston,

Philadelphia, and New York in 2004. An example of how the program works is described below. This and other examples can be found at www.altruelnet/site/sacchaps/ under the "Stories" link.

One evening a high school senior was stabbed to death. Two chaplains spent the entire next day at the student's school helping his friends begin to come to grips with the tragedy. When two of his friends expressed growing agitation with others who "disrespected" his death, a chaplain headed off the potential for additional violence by transporting these students home. School administration expressed its appreciation for the chaplaincy's services throughout the day, saying "Your caring presence made a positive difference for the students and staff."

For more details on this project and other OVC faith-based initiatives, please visit OVC's Web site at www.ojp.usdoj.gov/ovc.

Supporting homicide survivors throughout the grieving process

OVC funded two projects at the Virginia Mason Medical Center in Seattle, Washington, to support survivors of homicide. One project, the Homicide Support Project, trained multidisciplinary personnel from six cities in how to assist families in the aftermath of homicide in ways that lessen the long-term psychological impact for survivors; help family and friends of victims cope with their grief and devastation, and teach them skills for restoring control of their lives; counsel families to come together, support

each other, and regain a sense of order; and create a model for professionals to share information and coordinate services.

The second project, Training for Community-Based Grief Centers, supports the development of protocols to establish grief centers to work with victims of violent crimes, including terrorism and mass violence, in five pilot communities. An advisory group of traumatic grief experts and faith-based practitioners guided the grantee in helping the communities develop strategies for coping with homicides resulting from terrorism and mass violence.

Helping Outreach Programs to Expand

The victims' field has a rich heritage of grassroots organizations dedicated to helping victims cope with trauma. Such grassroots, nonprofit organizations are often staffed by volunteers and housed in donated space or private residences. In communities lacking formal agency support for victims, local police turn to these organizations when they need to house a battered wife and her children or to counsel a sexual assault victim in the middle of the night. Some victims feel more at ease seeking assistance from grassroots organizations than pursuing options available at larger agencies. These organizations are a critical component of OVC's strategy to reach out to unserved and underserved populations.



During the victim roundtable discussions, OVC realized that a growing body of grassroots and community-based victim organizations and coalitions are not linked to mainstream victim services programs and do not have access to traditional funding for services, outreach, and networking. In 2002, OVC announced the availability of Helping Outreach Programs to Expand (HOPE) grants, allowing organizations that do not receive federal VOCA victim assistance grant funding to apply for a one-time award of up to \$5,000. As of mid-November 2003, OVC has awarded funds to more than 200 organizations. HOPE grant recipients have used these funds to establish a larger support network for victims. Funds have been used to—

- Purchase office equipment, supplies, postage, and phone services.
- Produce public service announcements, brochures, newsletters, and library displays.
- Translate outreach and other resource materials into the native languages of immigrants.



- Provide emergency room personnel and hospital social workers with pertinent materials.
- Publicize victim services among the faith communities.
- Develop a video for survivors of drunk-driving victims describing the grieving process, court procedures, and available resources.

Children at risk for victimization and exposure to violence

Children are at risk for victimization and exposure to violence in their homes, schools, and communities. OVC staff keep abreast of new developments by participating in the Federal Task Force on Missing and Exploited Children and the National Institutes of Health Interagency Child Abuse and Neglect Working Group. OVC also supports discretionary projects that build the capacity of practitioners to advance best practices in assessing and treating child victims, and investigating and prosecuting these cases. Several notable project accomplishments include—

- **Safe Harbor: A School-Based Victim Assistance/ Violence Prevention Program**, which offers intervention and prevention strategies that address individual and social factors in violent incidents. This program, funded primarily by OJP’s Office of Juvenile Justice and Delinquency Prevention (OJJDP), was replicated at 10 school sites.
- *Guidelines for the Psychosocial Treatment of Intrafamilial Child Physical and Sexual Abuse*, developed by the Medical University of South Carolina (MUSC) and the Harborview Medical



Center in Seattle, Washington. The guidelines translate research into practical recommendations for assessing and treating child abuse victims and serve as a standard to assess the quality of care offered to victims. In addition to broadly disseminating the guidelines to the American Professional Society on the Abuse of Children, MUSC also incorporated the best treatment practices into the training curriculum developed at its Institute for Professional Training on Mental Health Treatment for Child Victims and Witnesses, which also received OVC support.



Responding effectively to elderly victims' needs and rights

The U.S. Census Bureau projects that between 1995 and 2020 the population of individuals ages 65 years and older in the United States will increase about 59 percent, and by 78 percent for individuals ages 85 and older. Many states will have increases well beyond these national projections. As the elderly population increases, so will the number of potential victims of elder fraud and abuse. OVC is highlighting this issue nationwide to increase public and practitioner awareness of the problem, to provide effective services to victims of elder fraud and abuse, to increase efforts to investigate and prosecute elder fraud and abuse cases, and to develop and implement strategies to prevent future victimization.

With funding provided by the Bureau of Justice Assistance, OVC competitively solicited applications for Field-Generated National Impact Projects (FGNIP) focused on elder fraud in FY 2001. OVC sought to generate innovative ideas for responding to predatory lending, home solicitation, financial exploitation, telemarketing fraud, and other forms of fraud against the elderly. In FY 2002, OVC launched the following three FGNIP Elder Fraud projects:

- The Denver District Attorney's Office, in partnership with local faith-based institutions, is developing the Senior Care Program. The demonstration program provides community-based, comprehensive, and immediate services for elder financial crime prevention, detection, reporting, and victim support.
- Legal Services of Eastern Michigan is developing and field testing a comprehensive training model to provide a range of targeted audiences (e.g., law enforcement, bankers, and senior center directors)



with information on the various types of elder fraud, the legal rights of elderly victims, and promising practices in terms of interventions and advocacy.

- Sam Houston State University is developing a case study of the financial exploitation of elders that may be more likely to occur in the wake of natural disasters such as tropical storms and tornadoes. The study will provide data about this relationship for victim advocates, crisis response teams, police, prosecutors, courts, and the media.

In addition, OVC continued to support the following initiatives, which heightened bank personnel vigilance against elder fraud and increased Latino awareness of telemarketing fraud:

- The Oregon Department of Human Services developed and disseminated statewide training and information for bank personnel on recognizing and responding to financial fraud against the elderly.

- The National Hispanic Council on Aging conducted a national public awareness campaign to increase the elderly Latino population's knowledge about how to protect themselves from telemarketing fraud.

Elders in our community are at heightened risk for financial fraud scams and are considered an underserved and particularly vulnerable population. To highlight this issue, OVC supported the National Elder Abuse Summit, which was convened by the National Center on Elder Abuse in December 2001. The summit brought key leaders together to create a consolidated, prioritized National Action Agenda on Elder Abuse to address the needs of abused and at-risk elders living in community settings and institutions.

OVC also supported the following targeted initiatives to develop elder abuse training:

- Baylor College of Medicine is developing and pilot testing a curriculum on identifying and responding to elder abuse. It is targeted to academic and other physicians in a range of fields, including emergency, family, internal, and geriatric medicine, and other health care professionals. The curriculum will cover topics such as the nature of victimization, screening, assessment, appropriate interventions, and working with adult protective services and law enforcement.
- The American Bar Association (ABA) is seeking to enhance the ability of advocates to provide services to victims of elder abuse by developing, testing, and disseminating a model curriculum on elder abuse.
- ABA, working with the National Association of Adult Protective Services Administrators, is undertaking an initiative to enhance the development of multidisciplinary fatality review teams. These



teams, which work to identify the cause of fatalities in order to inform prevention policy, have been used in the areas of child abuse and domestic violence, but are only beginning to develop in connection with elder abuse. The project supports four demonstration projects and the development of a replication guide.

Serving victims with disabilities

OVC is committed to providing victims with disabilities with full access to appropriate, effective victim services. To do so, victim service providers must understand the victimization experience from the perspective of victims with disabilities. In February 2003, OVC released two complementary videos produced by Video/Action. The first video, "Serving Crime Victims With Disabilities: Meet Us Where We

Are,” presents first-person accounts describing how crime affects people with disabilities and the types of services and support victims received. The second video, “Serving Crime Victims With Disabilities: The Time Is Now,” helps providers learn to reach out and serve people with disabilities. The companion resource guides list national organizations in the field and national disability service and advocacy organizations.

OVC also supported the following key initiatives to increase professional awareness, provide practitioner training, develop promising practices and models, and guide law enforcement officers in dealing with victims with disabilities:

- The Arc Riverside convened the ninth national and second international Riverside Conference on Abuse of Children and Adults With Disabilities in Riverside, California. The goal was to create an expanding network of professionals skilled in working with victims with disabilities and individuals who acquire disabilities due to victimization. Training focused on increasing collaborative partnerships at the local, state, national, and international levels.
- OVC transferred funds to the Centers for Disease Control and Prevention to support the Violence Against Children and Adults With Disabilities—Effective Prevention and Intervention Strategies Conference. The conference was developed and administered by the State University of New York Upstate Medical University.
- SafePlace, a domestic violence and sexual assault service center in Texas that created a Disability

In FY 2003, OVC released two videos to help service providers understand the victimization experience from the perspective of victims with disabilities.

VICTIMS WITH DISABILITIES: A TRAINING AND TECHNICAL ASSISTANCE RESOURCE GUIDE

The Association of University Centers on Disabilities and the Wyoming INstitute for Disabilities (WIND) have compiled a searchable online database of information describing training programs and products that focus on victims with disabilities. Users will find information on book listings, training manuals, videos, and onsite training programs. The database is a useful tool for anyone interested in available training and technical assistance resources related to the victimization of people with disabilities. The Victims of Crime with Disabilities: A Training and Technical Assistance Resource Guide can be found at wind.uwyo.edu/resourceguide.

The *First Response To Victims of Crime Who Have a Disability* handbook tells law enforcement officers how to interact with victims who have Alzheimer's disease, mental illness, mental retardation, and other disabilities.

Services Program in 1996, was awarded funding to work with 10 victim assistance organizations nationwide to develop promising practices and models for serving victims. SafePlace will provide funding and training and technical assistance to enhance the organizations' ability to provide comprehensive, accessible services to victims. Sites are located in Worcester, Massachusetts; San Diego, California; Ulster County, New York; Doylestown, Pennsylvania; Tallahassee, Florida; Lafourche Parish, Louisiana; Atlanta, Georgia; Northampton, Massachusetts; Carbondale, Illinois; and Tucson, Arizona.

- The Senior and Disabled Services Division of the Oregon Department of Human Services completed a project to address Underserved Populations of Victims of Abuse in Oregon. This project specifically targeted people with disabilities and American Indians.
- The National Sheriffs' Association published *First Response to Victims of Crime Who Have a Disability*. This handbook offers law enforcement officers guidance on how to approach and interact with victims who have Alzheimer's disease, mental illness, or mental retardation, or who are blind, visually impaired, deaf, or hard of hearing. It is estimated that 17 percent of the U.S. population has one of these disabilities. This publication was one of the most requested documents during the biennium.

Statistical information on the extent to which persons with disabilities are victimized is not assessed in the BJS National Crime Victimization Survey. However, under the Crime Victims with Disabilities Awareness Act, BJS is working to develop the capability to measure crimes against people with disabilities and incorporate that information into its survey.

Responding to sexual assault victims

OVC has provided strong leadership in promoting the development of Sexual Assault Nurse Examiner (SANE) programs and Sexual Assault Response Teams (SARTs). A SANE is a registered nurse who has had advanced education and clinical training in forensic examination of sexual assault victims. SANE programs have made a profound difference in the quality of care provided to sexual assault victims. At the same time, SANEs conduct comprehensive forensic evidence collection that results in more effective investigations and prosecutions. OVC strongly recommends the inclusion of SANEs as an integral component in multidisciplinary teams or SARTs. The Office on Violence Against Women, which also supports SANE and SART programs, has collaborated with OVC to develop various sexual assault initiatives. During the reporting biennium, OVC supported several key SANE/SART accomplishments:

- OVC funded the West Virginia Foundation for Rape Information and Services to address the viability of a mobile SANE unit to provide medical forensic service to sexual assault victims in a rural area and to develop an implementation plan.
- In May 2001, the Minneapolis-based Sexual Assault Resource Service (SARS) convened the First National SART Training Conference in San Antonio, Texas. The conference was attended by more than 700 members of SARTs from 47 states, the District of Columbia, Canada, Bermuda, Puerto Rico, and Saipan. OVC also supported the second national conference in May 2003 in New Orleans, Louisiana, with almost 800 SART members attending. SARS is evaluating the impact of single versus multiple SART interviews on survivors of sexual assault. These two models are practiced in

different jurisdictions and professional opinions vary as to whether the single interview is the least upsetting, or whether multiple interviews are the most therapeutic for the victim. The evaluators will also examine how variations in the assault history noted in each model impact the prosecution of the case.

OVC is also supporting other specialized training in the sexual assault area:

- SARS is developing and testing a core training curriculum for sexual assault victim advocates and counselors. The curriculum, which is based on



scientific literature about the impact of sexual assault on victims and effective treatments, promotes practices proved to be most effective when responding to victims. TTAC is adapting the *Sexual Assault Advocate/Counselor Training Manual* to produce a trainer's guide specifically for teaching sexual assault victim advocates and counselors who work with victims in Indian Country.

- SARS is enhancing the systemic forensic response to victims of sexual assault by developing and disseminating state-of-the-art training and technical assistance for law enforcement and other first responders on the collection and use of DNA evidence in sexual assault cases.
- The American College of Obstetricians and Gynecologists will develop, field test, and distribute a curriculum on providing compassionate care to women with histories of sexual assault to all obstetric/gynecology residency programs in medical schools nationwide.
- The Boston Area Rape Crisis Center is developing basic multidisciplinary and advanced legal training materials that address the integration of civil legal assistance in the community response to victims of sexual assault. These materials will be disseminated primarily via the Internet.
- The National Center for Victims of Crime (NCVC) is updating its 1993 publication *Looking Back, Moving Forward: A Guidebook for Communities Responding to Sexual Assault* and converting it into a Web-based, self-directed learning resource.

Recognizing victims of family violence in medical practices

During the reporting biennium, OVC's discretionary program activity in family violence concentrated on



educating medical professionals on how to recognize and react to victims of family violence in their examining rooms. Often, victims will not bring up the topic, but doctors may observe physical signs of injury or indications of emotional distress. To further explore the issue of family violence, OVC supported the following:

- The American Medical Women's Association adapted the successful education curriculum entitled "Improving the Health Care Response to Domestic Violence: A Resource Manual for Health Care Providers" to serve as an interactive educational program available online. This curriculum was originally developed by the Family Violence

Prevention Fund and the Pennsylvania Coalition Against Domestic Violence.

- The Family Violence Prevention Fund implemented *Identifying and Responding to Domestic Violence: Consensus Recommendations for Child and Adolescent Health*. These guidelines provide specific recommendations to help pediatricians screen for and respond to domestic violence and to educate parents about the impact of family violence on children.

Increasing cultural competency in victim service delivery

In dealing with victims of various ethnic and cultural backgrounds, it is important to always treat individuals with courtesy and respect. However, a service provider becomes more culturally competent as he or she better understands how victims' reactions to the victimization experience, acceptance of services,

and preferred healing processes may vary in keeping with their respective cultures. OVC supported the National Multicultural Institute's development, testing, evaluation, and refinement of its curriculum on cultural considerations when assisting victims of sexual and physical violence. This program was designed to increase the cultural competency of victim advocates, law enforcement officers, and prosecutors who work with culturally diverse populations.

To open the lines of communication with non-English-speaking persons, OVC translated a number of frequently requested publications into Spanish, French, Japanese, Thai, Vietnamese, Korean, and Traditional Chinese. In 2002, with OVC support, NCVV produced the OVC Help Series of 10 brochures providing information for victims, service providers, and the public. NCVV produced this series in English, Spanish, Mandarin, Korean, and Vietnamese.





Reaching out to victims in urban neighborhoods

Although victimization rates are typically elevated in inner-city, or so-called high-crime, areas, the availability and accessibility of comprehensive victim services in those areas are often lacking. In FY 2002, OVC initiated funding for two multisite initiatives to better serve victims in high-crime neighborhoods. The first focuses on planning and developing communitywide approaches, and the second establishes networks of faith-based and secular victim assistance programs.

- The Urban High Crime Neighborhood Initiative was launched by OVC at six pilot sites in the Bronx, New York; Chicago, Illinois; Kansas City, Kansas; Los Angeles, California; Shelby County, Tennessee; and St. Paul, Minnesota. These jurisdictions are undertaking efforts to establish or improve victim services in a high-crime neighborhood. During the first year, all sites conducted a needs assessment to identify gaps in both

services and interventions, and began developing a strategic plan to foster multidisciplinary collaborations to improve victim service. To support the pilot sites, TTAC developed tools, such as needs assessment surveys and stakeholder discussion group protocols, and delivered ongoing technical assistance.

- Recognizing that many victims reach out to their clergy and faith-based communities for help with healing and finding needed resources, OVC seeks the active involvement of the clergy and faith-based organizations in improving the urban community's response to victims. OVC competitively selected the Maryland Crime Victims' Resource Center to administer a collaborative response to victims in five high-crime, urban communities. Under this initiative, each community establishes a network of faith-based victim assistance programs that collaborate with each other and with secular victim assistance programs to provide and enhance services to victims. This includes developing a directory of faith-based victim assistance programs and recruiting and training volunteers from churches, mosques, and synagogues to provide services to victims.

Addressing the needs of rural victims

Despite the increase in victims' rights and services over the past two decades, many victims still struggle to discover what rights they have, what services and resources are available, and how to access those

services and resources—as services are often fragmented or unavailable in the victim's community. In rural areas, additional obstacles affect the availability, timeliness, and quality of services for victims. These barriers include long distances, geographic isolation, limited funding and resources, a lack of information about victimization, and social attitudes that may discourage victims from seeking the help they need.

Law enforcement officers are often the first to approach victims after a crime occurs and may be the only contact victims have with the criminal justice system. In many rural areas, law enforcement officers are confronted with limited resources for services that are important in helping victims begin the emotional, physical, and financial healing process. Rural law enforcement agencies need help identifying resources and promising practices to creatively and economically meet this challenge.

In FY 2002, OVC competitively announced the Victim Services in Rural Law Enforcement initiative. OVC selected the Alabama Attorney General and NSA to develop and administer a 4-year project that integrates a strong victim assistance component into rural law enforcement agencies. Funding will be used for planning community needs assessments, implementing plans, and developing or significantly enhancing each community's ability to help victims, including the quality of the first response to victims by law enforcement.

CHAPTER 6

EDUCATING THE PUBLIC AND ASSISTING THE FIELD



National Crime Victims' Rights Week

OVC coordinates the annual commemoration of National Crime Victims' Rights Week (NCVRW) every April to recognize individuals and organizations that demonstrate outstanding service in supporting victims and victim services. To increase public awareness, OVC funds the development of a resource guide for use and adaptation by local communities during the weeklong celebration. Each year, OVC conducts an extensive nomination and review process to identify exemplary recipients of the National Crime Victim Service Award and the Crime Victims Fund Award. The Service Award is the highest federal honor bestowed on outstanding advocates, many of whom are victims serving as role models and offering inspiration to others in the field. The Fund Award recognizes outstanding federal employees whose work contributes to deposits in the Fund.

The 2001 award ceremony marked the first time both awards were presented at the same event. Attorney General Ashcroft presided over the ceremony held in the Russell Senate Office Building. In 2002, President Bush joined Attorney General Ashcroft to present the awards and announce the administration's support for the proposed Crime Victims' Rights Amendment to the U.S. Constitution. For detailed information regarding the award recipients' accomplishments, please visit www.ojp.usdoj.gov/ovc/ncvrw/welcome.html.

Informing the Field

Over the past decade, OVC has witnessed substantial growth in the victims' field and an increase in the variety of issues facing victims and those who serve them. OVC has seen an expansion of the roles and responsibilities of allied professionals; a proliferation of research, evaluation, and statistics on the impact of crime; implementation of victims' rights; and expanded delivery of services to victims. For the field to continue to advance, it is essential that OVC empower victims and victim service providers by facilitating the exchange of information at the local, state, national, and international levels. OVC offers vital information dissemination primarily through the OVC Resource Center (OVCRC) and OVC's Web site.

OVC Resource Center

OVC established a national victims' clearinghouse in response to a recommendation contained in the 1982 Final Report of the President's Task Force on Victims of Crime that stated "the Federal Government should establish a federally based resource center for victim and witness assistance." OVCRC's core objective is to provide information and resources to the field and to work with national, international, state, military, and tribal victim assistance and criminal justice agencies, and other professional organizations, to support their efforts in promoting fundamental rights and comprehensive services for all victims. OVCRC has a broad mandate in terms of its practitioner focus that includes federal, state, local, and tribal agencies serving victims and victim service providers; private nonprofit victim service organizations; victim advocacy organizations; victims' rights organizations; and researchers and educators.

As a component of the National Criminal Justice Reference Service (NCJRS), OVCRC is part of the most



comprehensive criminal justice library in the world. Each year, OVCRC acquires more than 500 new victim-related documents for the NCJRS collection. OVCRC produces, collects, maintains, and disseminates information and resources for victims, victim service providers, and allied professionals. As of April 2003, 5 of the top 10 most frequently requested items from the NCJRS Online Ordering System were OVC documents and products. The number one item was the *2003 National Crime Victims' Rights Week Resource Guide*. Also among the top 10 were three videos: two about serving crime victims with disabilities ("Meet Us Where We Are" and "The Time Is Now") and "Victims Speak Out: Help, Hope, and Healing" (and discussion guide). During the biennium, a monthly average of 5,300 hits were recorded on the NCJRS "Victims of Crime" Web page.

OVCRC prides itself on responsive customer service. Information about victims is available 24 hours a day through the Internet and Fax-on-Demand system. When a requester asks OVCRC for help, information specialists will tailor a response based on the requester's needs by using regional and national

victimization statistics, research findings, and a network of victim advocates and organizations. During FYs 2001 and 2002, OVCRC fulfilled 37,839 requests (an average of 1,577 per month) by phone, e-mail, fax, mail, the NCJRS Online Ordering System, and other methods. Beginning in November 2000 (when the NCJRS Online Ordering System was launched) through September 2002, OVCRC fulfilled 20 percent of requests directly through the NCJRS Online Ordering System. OVCRC also responds to inquiries from the field via the online "Ask OVC" feature on our Web pages. OVCRC staff responded to 1,573 "Ask OVC" e-mail inquiries during the reporting period. About 22 percent of the e-mail inquiries were from victims who most frequently indicated child abuse, fraud, domestic violence, or homicide as the type of victimization they experienced. Of the 77

requests to assist victims of terrorist events, 40 were received in September 2001.

OVCRC staff attend local, state, and national conferences to share appropriate OVC resources and promote dialog about emerging issues in the field. OVCRC also provides publications and resource materials for training workshops, seminars, and conferences on request. In FYs 2001 and 2002, OVCRC supported 256 conferences, with OVC solo exhibits at 13 conferences, NCJRS "consolidated" exhibits at 50 conferences, and document support at 193 conferences. In FY 2002 alone, OVCRC disseminated 143,807 copies of OVC publications. For a complete list of OVC products published during the biennium, please see appendix F. For a list of all OVC products, visit www.ojp.usdoj.gov/ovc/publications/welcome.html.

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Online Directory of Crime Victim Services

OVCRC provides support to OVC on numerous other special assignments. For instance, OVCRC staff helped create an online Directory of Crime Victim Services for use by victims and service providers. The directory lists providers who address various victims' needs. A demonstration directory containing resources from three states and Canada was displayed at the 28th Annual NOVA Conference in August 2002. OVCRC staff asked participants for feedback and direction on how to improve its usability to the field. Launched on October 31, 2003, the directory offers a centralized, searchable database of victim assistance programs nationwide and also allows new programs to enroll.

OVC Web site and listserv capabilities

The OVC Web site is another way OVC provides information and leadership to the field, both domestically and internationally. The Web site (www.ojp.usdoj.gov/ovc) is accessed by victims, victim advocates, VOCA administrators and subrecipients, discretionary grantees, educators, policymakers, and the public. The Web site provides a wealth of information to visitors, including the following:

- “What’s New” announces recently released publications, videos, and current OVC initiatives.
- “Grants and Funding” explains each of OVC’s major funding opportunities and includes the “Discretionary Toolbox”—a new, one-stop resource for information on current funding opportunities, compliance and monitoring requirements, and financial information for current and future OVC grantees.
- “Help for Victims” offers Internet links to resources of interest to victims, including OVC’s Directory of Crime Victim Services.
- “Publications” provides an annotated list of OVC publications that can be downloaded. Through this page, users may also view clips for select video products and public service announcements so users can better understand their content and usefulness to the field.
- “Resources for International Victims” offers information on global and international issues for victims, including frequently-requested OVC publications in foreign languages such as Spanish, French, Traditional Chinese, Japanese, Korean, Thai, and Vietnamese.

OVC’s Web site content continues to grow, as do the number of users who access the site. OVC has seen a tremendous increase in visitors accessing the site since its creation in 1997, and from June 2002 to October 2003, saw a 55-percent jump in visitors to the site. The top three pages visitors access on OVC’s Web site are the “Help for Victims” page (which offers links to information resources on 29 topics such as terrorism and mass violence, campus crime, stalking, and identity theft), the “Grants and Funding” page, and the “Publications” page.

OVC continues to use listservs to communicate with VOCA administrators and subgrantees about new OJP developments, including technology enhancements; opportunities for training, including state academies; and grant funding announcements. In addition, OVC has a listserv for organizations considering applying for funding. This listserv is used to notify

“Thanks so very much for taking the time to provide such exhaustive information. It is a great assistance to have the information in order to properly respond to program inquiries.”

—Carmela Welte
Deputy Chief Executive Officer
of National CASA Association

members when solicitations are posted on the Web site and provides further information on changes to OJP's new Grants Management System. OVC also developed a new logo tagline, which is "Putting Victims First."

National Public Awareness and Education Campaign

Public policy is shaped by public opinion, and to fulfill its leadership role, OVC must work with victims to make their voices resonate throughout the Nation. OVC launched the National Public Awareness and Education Campaign to increase the public's awareness of and support for victims' rights, issues, and services. This project, which is being conducted by Justice Solutions, will develop quality, user-friendly resources for victim service professionals. In addition, the campaign will build the capacity of victim service organizations to develop and sustain ongoing public awareness and victim outreach activities at the community level. For more information, please visit www.justicesolutions.org.

Victims' Rights Education Project

OVC funded the Victims' Rights Education Project (VREP), conducted by the National Victims' Rights Constitutional Amendment Network (NVCAN), to assess the implementation of victims' rights legislation in 12 states. NVCAN will examine 10 core rights

available to victims in each state. The project will then develop informational materials for the general public explaining rights available to crime victims. When completed, the project will provide public education materials that can be adapted by state and local community-based programs to inform victims of their rights and how to assert their statutory and state constitutional rights. For more information, visit NVCAN's Web site at www.nvcn.org.

Oral History Project

The victims' movement is a contemporary example of positive social evolution. Over 30 years, the movement has grown from infancy to a national agenda for putting victims first. In the past 20 years, the Federal Government has accepted responsibility for national leadership by first convening the President's Task Force on Victims of Crime in 1982 and then establishing OVC to administer the Crime Victims Fund. OVC recognizes that many movement leaders creatively contributed to this evolution. Under the OVC Oral History Project, key contributors to the success of the victims' movement will be interviewed about their involvement in advancing policy and practice. The project will produce special reports, videotaped documentation of the oral history of America's victims' movement, and accessible archives.

CHAPTER 7

ADVANCING A NATIONAL AND GLOBAL PERSPECTIVE



In the 21st century, Americans have come to appreciate that they are part of a global society and that criminal transgressions within and beyond our Nation's borders have worldwide ramifications. As a result, OVC recognizes its responsibility to demonstrate worldwide leadership on how victims are treated and the quality of services they receive. OVC serves victims of crimes that have transnational dimensions, such as international child abduction, human trafficking, terrorism, and crimes perpetrated against Americans traveling abroad.

During the biennium, several efforts were made to move the field of victim services to the next level while trying to preserve the field's core values. OVC funded the University of South Carolina to explore standards in victim services; reexamined the development of training, technical assistance, and curricula; and made great strides in advancing and supporting foundation-level education and training via our national and state victim assistance academies. These and other efforts were supported to promote a standard of care that victims can expect wherever they seek services and assistance.

Addressing International Child Abduction Cases

Through an intra-agency agreement between OVC and OJJDP, the National Center for Missing and Exploited Children (NCMEC) continued to receive funding to assist parents whose children are illegally taken across U.S. borders by a spouse or biological parent. OVC funding provides support to the left-behind parents for services such as

transportation expenses to attend a court proceeding, translation of necessary documents related to the court hearing and reunification process, and counseling support to prepare the parents for reunification and to minimize trauma to the child. OVC funding assisted in the recovery of 28 children from 14 foreign countries in FY 2001, and 22 children from 12 foreign countries in FY 2002.

Serving Trafficking Victims

It is estimated that 50,000 victims are trafficked into the United States annually, many for sexual exploitation and others for forced labor. Most victims are subjected to psychological and physical coercion ranging from verbal threats and abuse to starvation, rape, and torture.

In October 2000, Congress passed TVPA to combat trafficking in persons and to protect victims, the majority of whom are women and children. In FY 2001, OVC authorized the transfer of funds to the FBI, BCIS, and DOJ's Civil Rights Division to provide victims of severe forms of trafficking with emergency services when such services are not available from any other source.

In December 2003, Congress continued to support trafficking victims by passing the Trafficking Victims Protection Reauthorization Act of 2003 [Public Law 108-193]. The reauthorization act further protects victims by (1) allowing HHS to consider statements from state and local law enforcement to meet a statutory requirement that victims have "been willing to assist in the investigation and prosecution of [s]tate and

"Trafficking is nothing short of a modern form of slavery and a fundamental violation of basic human rights. . . . While the United States is marshaling its resources to work with other countries to combat this growing crime, communities are rarely prepared to address the complex needs of trafficking victims, especially when large numbers are simultaneously identified."

—John W. Gillis, Director, Office for Victims of Crime



local crimes” involving severe forms of trafficking; (2) establishing a Senior Policy Operating Group to share grant information; (3) increasing DOJ’s appropriations to \$15 million in FYs 2004 and 2005 to provide grants to states and localities, and authorizing an additional \$250,000 for FYs 2004 and 2005 for training at International Law Enforcement Academies; and (4) prohibiting the use of appropriated funds to “promote, support, or advocate the legalization or practice of prostitution.”

During FY 2002, Congress appropriated \$10 million for DOJ to fund a trafficking victim services grant program. OVC was selected to lead this effort. The authorizing legislation provides for direct services to victims, research and evaluation, training and technical assistance, and administration and management of the grant program. In developing the program

solicitations, OVC participated in an Interagency Task Force to draw on the knowledge of representatives from federal agencies with expertise in trafficking in persons and to coordinate federal trafficking funding initiatives. Also in FY 2002, OVC issued a request for proposals for Services for Trafficking Victims under competitive discretionary grant programs. As a result, OVC awarded 12 grants in February 2003:

- Eight grants support comprehensive services to trafficking victims in a specific state or region, including emergency medical attention, food and shelter, vocational and English-language training, mental health counseling, and legal support.
- Three grants support specialized services to trafficking victims in larger multistate areas.
- One grant supports the development of training and technical assistance for the other grantees.

In FY 2002, OVC also transferred funds to NIJ to evaluate this demonstration program. This NIJ effort will focus on the evaluation of three comprehensive sites.

Promising Practices on Serving U.S. Citizens Victimized Abroad and Foreign Tourists

According to the State Department’s Bureau of Consular Affairs, Overseas Citizens Services, the number of Americans who study, work, and reside abroad is estimated at more than 3 million. According to the Departments of Commerce and Transportation, travel and tourism statistics indicate that more than 60 million Americans travel abroad each year. The Department of Education estimates that about 114,000 U.S. students study abroad each year. Though most Americans abroad do not become victims of crime, those who do often return to the

United States in need of assistance. State and local victim service providers often lack the knowledge, skills, or resources to respond to U.S. residents victimized abroad once they return to the United States.

OVC recognizes the need to educate service providers at the state and local levels on how to better respond to citizens victimized abroad. In FY 2002, OVC began to develop an informational publication and training program (e.g., 3-hour workshop) for local victim service providers who come into contact with U.S. citizens who have been victimized abroad or lost a loved one to homicide or other crimes abroad. The project's goal is to give U.S. service providers the tools they need to help victims access foreign criminal justice systems and compensation programs through the proper channels.



OVC continues to respond to an increasing volume of requests from other nations for technical assistance and information regarding victims' issues.

U.S. citizens who become victims abroad also require assistance and services that may not be accessible through a state or local victim assistance program. These victims may need a liaison to the U.S. Embassy or Consulate and advocacy with a foreign government. In FYs 2001 and 2002, OVC funded the State Department to improve the quality and coordination of services provided to U.S. citizens victimized abroad, including victims of terrorism. This funding supports training of consular officials assigned abroad, provision of direct service staff, and delivery of services.

In FY 2003, TTAC began developing text for two online brochures. The first brochure will inform victim service providers about the special needs of international visitors who become victims, and the second brochure will provide international visitors

who are victimized in the United States with information about how to access appropriate services and compensation resources in the United States.

Updating the International Crime Victim Compensation Program Directory

More and more countries are developing programs that compensate victims. In FY 2003, OVC worked with the State Department to update the International Crime Victim Compensation Program Directory. The directory, which was created to link victims abroad to available resources, lists victim compensation programs along with their eligibility requirements, application procedures, and compensable expenses covered by various foreign countries and the United States. Once completed, the information will be available online in OVC's Directory of Crime Victim Services.

Responding to International Victims' Issues

OVC continues to respond to an increasing volume of requests from other nations for technical assistance and information regarding victims' issues. The international victim community also solicits and receives assistance from OVCRC and TTAC. OVCRC has expanded its international outreach by establishing a link to international resources on the NCJRS Web site at www.ncjrs.org. OVCRC also provides publications and resource materials for a number of international conferences addressing victims' issues. To expand training and technical assistance delivery to the international community, OVC developed a protocol for responding to international training and technical assistance requests, which seeks input from the

Department of State. In addition, there is a link on the OVC home page for “Resources for International Victims.”

Communicating and Collaborating With Other Nations

OVC staff serve on the U.S. delegation to the United Nations Commission on Crime Prevention and Criminal Justice. An OVC staff member attended the 10th annual session convened in Vienna, Austria, in May 2001. In FY 2003, OVC continued to support international implementation of victims’ rights and services by preparing a Spanish translation of the *Guide for Policy Makers on the Implementation of the United Nations Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power*.

OVC recognizes that it has a continuing need to build its capacity to address audiences that do not speak English. OVC has translated a number of its publications, which are among the most requested by international visitors, into other languages. The documents are available online at OVC’s Web site. They include—

- *First Response to Victims of Crime 2001*. French, Japanese, and Spanish.
- *Information for Victims of Trafficking in Persons and Forced Labor*. Traditional Chinese, Korean, Thai, and Vietnamese.
- *Know More—Ask OVC* (brochure), *Victims of Crime Act Crime Victims Fund*, and *What You Can Do If You Are a Victim of Crime*. French and Spanish.
- *OVC Handbook for Coping After Terrorism: A Guide to Healing and Recovery*. Traditional Chinese, French, and Spanish.

OVC provides technical assistance and briefings to international visitors who are interested in U.S. victim assistance efforts and learning more about how OVC operates and about specific victim issues such as trafficking. In FY 2002, OVC staff met with delegations from Argentina, Bahrain, Brazil, Israel, Italy, Kuwait, Lebanon, Mexico, Morocco, South Africa, and the United Arab Emirates. Most international visitors participate in the State Department’s International Visitors Program. The briefings are an excellent opportunity to exchange ideas and communicate the importance of putting victims first at home and abroad.



NOTES

1. As defined by the TVPA, victims of trafficking are persons who have been subjected to (1) sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such act has not attained 18 years of age; or (2) the recruitment, harboring, transportation, provision, or obtaining of a person for labor services, through the use of force, fraud, coercion, for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery. Sex trafficking is defined as the recruitment, harboring, transportation, provision, or obtaining of a person for the purpose of a commercial sex act, 22 U.S.C. § 7102 (8); (9); (14).

2. *Victim Needs and Help-Seeking Behavior*, Safe Horizon, the Vera Institute of Justice, and Westat, Inc. For an overview and access to an executive summary of the report, please visit www.safehorizon.org/page.php?page=researchstudiesvictimneeds.

3. For a copy of *The National Evaluation of State Victims of Crime Act Assistance and Compensation Programs: Trends and Strategies for the Future*, please visit www.urban.org/url.cfm?ID=410924.

4. Because only six states were included in the sample, the findings should not be considered nationally representative.

5. The client survey sample was drawn as a convenience sample from the six study states rather than a nationally representative sample; therefore, "caution should be used when attempting to generalize the findings from this survey to clients of VOCA-funded programs across the Nation as a whole," according to the report entitled *The National Evaluation of State Victims of Crime Act Assistance and Compensation Programs: Trends and Strategies for the Future*.

6. See note 3 above.

7. A federal crime is defined as "any crime that is a violation of the United States Criminal Code or violation of the Uniform Code of Military Justice," according to VOCA, as amended, 42 U.S.C. § 10601.

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PHOTO CREDITS

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APPENDIX A

VOCA Victim Assistance Allocations in FYs 2001 and 2002

State or Territory	FY 2001	FY 2002	Total
Alabama	\$5,766,000	\$6,042,000	\$11,808,000
Alaska	1,246,000	1,281,000	2,527,000
American Samoa	277,000	271,000	548,000
Arizona	6,258,000	6,894,000	13,152,000
Arkansas	3,574,000	3,831,000	7,405,000
California	40,440,000	42,709,000	83,149,000
Colorado	5,388,000	5,860,000	11,248,000
Connecticut	4,455,000	4,744,000	9,199,000
Delaware	1,408,000	1,476,000	2,884,000
District of Columbia	1,125,000	1,213,000	2,338,000
Florida	18,709,000	20,417,000	39,126,000
Georgia	9,885,000	10,702,000	20,587,000
Guam	383,000	393,000	776,000
Hawaii	1,929,000	2,010,000	3,939,000
Idaho	2,008,000	2,112,000	4,120,000
Illinois	15,115,000	15,976,000	31,091,000
Indiana	7,661,000	8,077,000	15,738,000
Iowa	3,958,000	4,147,000	8,105,000
Kansas	3,698,000	3,850,000	7,548,000
Kentucky	5,273,000	5,537,000	10,810,000
Louisiana	5,768,000	6,069,000	11,837,000
Maine	2,010,000	2,089,000	4,099,000
Maryland	6,732,000	7,100,000	13,832,000
Massachusetts	7,941,000	8,412,000	16,353,000

Appendix A. VOCA Victim Assistance Allocations in FYs 2001 and 2002 (continued)

State or Territory	FY 2001	FY 2002	Total
Michigan	12,386,000	12,885,000	25,271,000
Minnesota	6,254,000	6,630,000	12,884,000
Mississippi	3,836,000	4,045,000	7,881,000
Missouri	7,089,000	7,472,323	14,561,323
Montana	1,564,000	1,624,000	3,188,000
Nebraska	2,508,000	2,632,000	5,140,000
Nevada	2,680,000	2,990,000	5,670,000
New Hampshire	1,947,000	2,040,000	3,987,000
New Jersey	10,313,000	10,986,000	21,299,000
New Mexico	2,596,000	2,767,000	5,363,000
New York	22,427,000	24,148,000	46,575,000
North Carolina	9,719,000	10,531,000	20,250,000
North Dakota	1,264,000	1,300,000	2,564,000
Northern Mariana Islands	283,000	286,000	569,000
Ohio	14,064,000	14,648,000	28,712,000
Oklahoma	4,546,000	4,800,000	9,346,000
Oregon	4,496,000	4,764,000	9,260,000
Pennsylvania	14,953,000	15,804,000	30,757,000
Puerto Rico	5,187,000	5,246,000	10,433,000
Rhode Island	1,694,000	1,806,000	3,500,000
South Carolina	5,182,000	5,500,000	10,682,000
South Dakota	1,383,000	1,441,000	2,824,000
Tennessee	7,108,000	7,590,000	14,698,000
Texas	24,653,000	26,485,000	51,138,000
U.S. Virgin Islands	644,000	635,000	1,279,000
Utah	3,066,000	3,283,000	6,349,000
Vermont	1,215,000	1,259,000	2,474,000
Virginia	8,782,000	9,321,000	18,103,000
Washington	7,436,000	7,845,000	15,281,000
West Virginia	2,677,000	2,753,000	5,430,000
Wisconsin	6,827,000	7,184,000	14,011,000
Wyoming	1,078,000	1,115,000	2,193,000
Totals	\$360,864,000	\$383,027,323	\$743,891,323

APPENDIX B

VOCA Victim Compensation Allocations in FYs 2001 and 2002

State or Territory	FY 2001	FY 2002	Total
Alabama	\$1,898,000	\$1,107,000	\$3,005,000
Alaska	408,000	319,000	727,000
Arizona	503,000	566,000	1,069,000
Arkansas	348,000	650,000	998,000
California	19,294,000	23,305,000	42,599,000
Colorado	2,612,000	2,016,000	4,628,000
Connecticut	581,000	583,000	1,164,000
Delaware	178,000	228,000	406,000
District of Columbia	459,000	679,000	1,138,000
Florida	4,541,000	5,268,000	9,809,000
Georgia	1,408,000	1,260,000	2,668,000
Guam	3,000	3,000	6,000
Hawaii	457,000	438,000	895,000
Idaho	447,000	345,000	792,000
Illinois	9,709,000	6,866,000	16,575,000
Indiana	1,046,000	405,000	1,451,000
Iowa	931,000	1,035,000	1,966,000
Kansas	1,074,000	905,000	1,979,000
Kentucky	267,000	209,000	476,000
Louisiana	389,000	429,000	818,000
Maine	87,000	125,000	212,000
Maryland	1,434,000	1,581,000	3,015,000
Massachusetts	892,000	546,000	1,438,000
Michigan	596,000	485,000	1,081,000
Minnesota	588,000	728,000	1,316,000

Appendix B. VOCA Victim Compensation Allocations in FYs 2001 and 2002 (continued)

State or Territory	FY 2001	FY 2002	Total
Mississippi	404,000	501,000	905,000
Missouri	1,317,000	1,482,000	2,799,000
Montana	225,000	173,000	398,000
Nebraska	102,000	109,000	211,000
Nevada	871,000	1,071,000	1,942,000
New Hampshire	28,000	62,000	90,000
New Jersey	1,793,000	1,335,000	3,128,000
New Mexico	368,000	364,000	732,000
New York	5,459,000	6,190,000	11,649,000
North Carolina	1,098,000	1,083,000	2,181,000
North Dakota	117,000	93,000	210,000
Ohio	3,403,000	2,499,000	5,902,000
Oklahoma	756,000	679,000	1,435,000
Oregon	793,000	890,000	1,683,000
Pennsylvania	1,391,000	1,833,000	3,224,000
Puerto Rico	6,000	43,000	49,000
Rhode Island	1,341,000	1,500,000	2,841,000
South Carolina	2,099,000	2,443,000	4,542,000
South Dakota	122,000	97,000	219,000
Tennessee	1,529,000	2,070,000	3,599,000
Texas	10,842,000	12,455,000	23,297,000
U.S. Virgin Islands	73,000	65,000	138,000
Utah	1,113,000	1,418,000	2,531,000
Vermont	135,000	120,000	255,000
Virginia	729,000	611,000	1,340,000
Washington	3,332,000	3,521,000	6,853,000
West Virginia	333,000	527,000	860,000
Wisconsin	646,000	556,000	1,202,000
Wyoming	102,000	86,000	188,000
Totals	\$90,677,000	\$93,957,000	\$184,634,000

APPENDIX C

Victim Assistance in Indian Country (VAIC) Allocations in FYs 2001 and 2002

State	Tribe or Community	FY 2001	FY 2002	Total
Arizona	Navajo Nation <i>Window Rock, AZ</i>	\$0	\$84,922	\$84,922
	Pascua Yaqui Tribe of Arizona <i>Tucson, AZ</i>	0	40,000	40,000
Idaho	Nez Perce Tribe <i>Lapwai, ID</i>	0	60,000	60,000
	Shoshone Bannock Tribe <i>Fort Hall, ID</i>	50,000	50,000	100,000
Michigan	Bay Mills Indian Community <i>Brimley, MI</i>	39,356	50,138	89,494
	Grand Traverse Band of Ottawa and Chippewa Indians <i>Suttons Bay, MI</i>	52,908	52,908	105,816
	Lac Vieux Desert Band of Lake Superior Chippewa Indians <i>Watersmeet, MI</i>	42,423	42,423	84,846
	Sault Sainte Marie Tribe of Chippewa Indians <i>Sault Sainte Marie, MI</i>	46,001	46,001	92,002
Minnesota	Prairie Island Indian Community <i>Welch, MN</i>	44,568	0	44,568
	Red Lake Band of Chippewa Indians <i>Red Lake, MN</i>	51,055	51,055	102,110
Mississippi	Mississippi Band of Choctaw Indians <i>Philadelphia, MS</i>	55,633	55,633	111,266

Appendix C. Victim Assistance in Indian Country (VAIC) Allocations in FYs 2001 and 2002 (continued)

State	Tribe or Community	FY 2001	FY 2002	Total
Montana	Blackfeet Child and Family Advocacy Center <i>Browning, MT</i>	41,278	41,278	82,556
	Crow Tribe of Indians <i>Crow Agency, MT</i>	0	40,000	40,000
	Northern Cheyenne Tribe, Inc. <i>Lame Deer, MT</i>	0	60,000	60,000
Nevada	Nevada Urban Indians, Inc. <i>Reno, NV</i>	60,000	110,000	170,000
New Mexico	Pueblo of Acoma <i>Acoma Village, NM</i>	60,000	0	60,000
	Pueblo of Taos <i>Taos, NM</i>	0	38,889	38,889
	Pueblo of Zuni <i>Zuni, NM</i>	0	100,000	100,000
North Dakota	Spirit Lake Sioux Tribe <i>Fort Totten, ND</i>	39,997	39,997	79,994
	Three Affiliated Tribes of Fort Berthold Reservations <i>New Town, ND</i>	54,586	58,896	113,482
	Turtle Mountain Band of Chippewa Indians <i>Belcourt, ND</i>	0	49,003	49,003
Oklahoma	Muscogee Creek Nation <i>Okmulgee, OK</i>	40,000	0	40,000
	Osage Tribe of Oklahoma <i>Pawhuska, OK</i>	51,015	51,015	102,030
Oregon	Confederated Tribes of Warm Springs <i>Warm Springs, OR</i>	62,504	62,504	125,008

Appendix C. Victim Assistance in Indian Country (VAIC) Allocations in FYs 2001 and 2002 (continued)

State	Tribe or Community	FY 2001	FY 2002	Total
South Dakota	Oglala Sioux Tribe <i>Pine Ridge, SD</i>	0	148,714	148,714
	Sisseton Wahpeton Sioux Tribe <i>Agency Village, SD</i>	37,781	37,781	75,562
	Wiconi Wawokiya, Inc. <i>Fort Thompson, SD</i>	60,000	60,000	120,000
Washington	Lummi Indian Nation <i>Bellingham, WA</i>	66,000	66,000	132,000
Wisconsin	Menominee Indian Tribe of Wisconsin <i>Keshena, WI</i>	40,000	40,000	80,000
Wyoming	Shoshone and Arapaho Joint Business Council <i>Fort Washakie, WY</i>	77,640	77,640	155,280
Totals		\$1,157,667	\$1,614,797	\$2,772,464

APPENDIX D

Children's Justice Act Partnerships for Indian Communities Grant Program Allocations in FYs 2001 and 2002

State	Tribe or Community	FY 2001	FY 2002	Total
Alaska	Aleutian/Pribilof Islands Association, Inc. <i>Anchorage, AK</i>	\$125,300	\$0	\$125,300
	Chevak Traditional Council <i>Chevak, AK</i>	0	100,000	100,000
	Chugachmiut <i>Anchorage, AK</i>	100,000	0	100,000
	Emmonak Tribal Council <i>Emmonak, AK</i>	60,000	75,000	135,000
	Kawerak <i>Nome, AK</i>	60,000	82,029	142,029
	Southcentral Foundation for Alaska Cares <i>Anchorage, AK</i>	0	60,000	60,000
California	Two Feathers Native American Family Services <i>McKinleyville, CA</i>	0	123,000	123,000
Idaho	Nez Perce Tribe <i>Lapwai, ID</i>	75,000	0	75,000
Michigan	Grand Traverse Band of Ottawa and Chippewa Indians <i>Suttons Bay, MI</i>	60,000	75,000	135,000
Montana	Blackfeet Tribal Business Council <i>Browning, MT</i>	60,000	60,000	120,000
Nebraska	Winnebago Tribe of Nebraska <i>Winnebago, NE</i>	75,000	75,000	150,000
New Mexico	Pueblo of Laguna <i>Laguna, NM</i>	0	49,385	49,385

Appendix D. Children's Justice Act Partnerships for Indian Communities Grant Program
Allocations in FYs 2001 and 2002 (continued)

State	Tribe or Community	FY 2001	FY 2002	Total
North Carolina	Eastern Band of Cherokee Indians <i>Cherokee, NC</i>	54,000	75,000	129,000
North Dakota	Fort Berthold Coalition Against Domestic Violence <i>New Town, ND</i>	0	72,862	72,862
	Spirit Lake Sioux Tribe <i>Fort Totten, ND</i>	60,000	75,000	135,000
	Standing Rock Sioux Tribe <i>Fort Yates, ND</i>	0	73,810	73,810
South Dakota	Wiconi Wawokiya, Inc. <i>Fort Thompson, SD</i>	75,000	197,880	272,880
	Yankton Sioux Tribe <i>Marty, SD</i>	53,635	75,000	128,635
Washington	Lummi Indian Nation <i>Bellingham, WA</i>	60,000	74,950	134,950
	South Puget Sound Intertribal Agency <i>Shelton, WA</i>	65,687	74,972	140,659
	Suquamish Tribe <i>Suquamish, WA</i>	0	123,793	123,793
Wisconsin	Red Cliff Band of Lake Superior Chippewa <i>Bayfield, WI</i>	59,427	75,000	134,427
	La du Flambeau Band of Lake Superior Chippewa <i>La du Flambeau, WI</i>	0	75,000	75,000
Wyoming	Shoshone and Arapaho Joint Business Council <i>Fort Washakie, WY</i>	82,275	79,041	161,316
Totals		\$1,269,929	\$1,771,722	\$3,041,651

APPENDIX E

Office for Victims of Crime Training and Technical Assistance Center (TTAC) Project Activities and Accomplishments

Major Project Tasks

Delivering Recurring
Technical Assistance (TA)

Accomplishments

TTAC provides both short- and long-term assistance to OVC grantees and the field at large, including TA that results in systemic change among or within agencies to better serve victims and in the development of new programs or services within a jurisdiction, community, or agency. TA accomplishments in the first program year include but are not limited to the following:

- Managed TA requests from the field, including helping the Utah State Victim Assistance Academy develop a relationship with its university partner.
- Began developing an American Indian Victim Assistance Academy to serve the educational and professional needs of victim service providers in Indian Country.
- Began developing customized training and technical assistance (TTA) initiatives, including a strategic planning toolkit that enables VOCA administering agencies and their grantees to engage in long-range statewide planning, as well as an urban high crime neighborhood initiative that helps OVC grant recipients conduct needs assessments, planning, and evaluations.
- Reached out to victim service providers in Indian Country by providing TTA to Victim Assistance in Indian Country (VAIC) grantees.

Providing Training
to Practitioners,
Administrators, and
Policymakers Who
Serve Victims

TTAC develops the capacity of the field by offering training events that meet the emerging needs of victim service providers. Training accomplishments in the first program year include but are not limited to the following:

- Established a scholarship program to help providers attend training events and other opportunities for professional development.

Impact on the Field

- Improved services to victims by helping jurisdictions develop programs, policies, and procedures to create better services.
- Built the capacity of victim service organizations to improve services to victims.
- Increased the number of victims served by practitioners and volunteers in grassroots, community-based nonprofit organizations.
- Increased the skills and ability of victim service providers to serve victims.
- Expanded the number of education and professional development opportunities available to the field.

Appendix E. Office for Victims of Crime Training and Technical Assistance Center (TTAC) Project Activities and Accomplishments (continued)

Major Project Tasks	Accomplishments	Impact on the Field
Providing Training to Practitioners, Administrators, and Policymakers Who Serve Victims (continued)	<ul style="list-style-type: none"> ● Conducted the National Victim Assistance Academy (NVAA), a training event designed to educate those in their first years of service in the victims field. ● Managed 38 training requests from the field (topics included elder abuse, domestic violence in the military, and incidents of mass violence and terrorism) that reached hundreds of law enforcement personnel, victim advocates, community service providers, victims, and other allied professionals. ● Offered standard TTAC training events in professional development—including strategic planning, leadership, program evaluation, human resource development and implementation—to 45 victim service professionals. 	<ul style="list-style-type: none"> ● Increased the number of professionally trained volunteers and practitioners from victim service and faith-based organizations serving victims.
Developing and Adapting Training and Technical Assistance Materials	<p>TTAC supports the improvement of knowledge, skills, and abilities of victim service providers by developing curricula and field publications, and reviewing OVC publications, documents, and other materials for use by practitioners. Examples of these accomplishments in the first program year include but are not limited to the following:</p> <ul style="list-style-type: none"> ● Completed publication peer reviews on brochures, curricula, and other publications for the field on topics such as restitution management, seminary education and pastoral counseling, elder mistreatment, meeting the needs of underserved victims, working with victims with disabilities, first response to victims of crime, and disclosure of child sexual abuse in Indian Country. ● Addressed the need for protocols to provide assistance for American citizens who are victimized abroad. 	<ul style="list-style-type: none"> ● Expanded training opportunities and TA tools by adapting tested or evaluated curricula, protocols, and printed materials in the public domain to meet the needs of victim service providers. ● Increased availability of training curricula reflecting adult learning principles and measurable learning objectives and TTA tools for the field.
Conducting Needs Assessments and Evaluations	<p>TTAC identifies the needs of victims and victim service providers through continuing needs assessment and evaluation. Data collected ensures accountability to the field by measuring several key performance measures identified in TTAC's strategic plan. Needs assessment and evaluation drives all TTAC activities. Highlights in needs assessment and evaluation the first program year include but are not limited to the following:</p> <ul style="list-style-type: none"> ● Developed an evaluation protocol for evaluating TTA activities provided to the field to ensure that TTAC is accountable for offering the most relevant, top-quality TTA for victim service providers. 	<ul style="list-style-type: none"> ● Upgraded the quality of TTA to the field.

Appendix E. Office for Victims of Crime Training and Technical Assistance Center (TTAC) Project Activities and Accomplishments (continued)

Major Project Tasks	Accomplishments	Impact on the Field
Conducting Needs Assessments and Evaluations (continued)	<ul style="list-style-type: none"> ● Conducted an NVAA symposium to assess the educational and professional development needs of the field compared with those addressed at NVAA. NVAA will be revised based on lessons learned at the symposium. ● Conducted needs assessments to guide the development of training events, such as the Corrections-Based Victim Service Coordinator Inquiry that was used to help develop a December 2003 conference on this topic. ● Developed an annual needs assessment procedure to identify potential populations and geographic areas to target for assessment, including the needs of victim service providers and victims in unserved and underserved communities. 	<ul style="list-style-type: none"> ● Provided data that guides TTA available to the field. ● Developed systems that permit TTAC to be more accountable to the field.

Other Significant Activities Under Way

TTAC plans to engage in the following activities during the next fiscal year to continue its positive impact on the victim service field:

- Victim Services 2000, which will make site-specific TA available to jurisdictions interested in replicating a model for conducting seamless, technology-based victim service delivery in rural and urban settings.
- A State Victim Assistance Academy (SVAA) TA initiative, which will provide TTA to states engaging in planning, coordinating, implementing, and evaluating SVAAAs. SVAAAs will receive targeted training in curriculum development under this initiative.
- U.S. District Attorney's Office district-specific conferences in Indian Country, which will focus on meeting the needs of underserved American Indian victims in Indian Country in judicial districts with high populations of American Indians.
- Corrections-Based Victim Service Coordinator Training, an event that will build understanding of victims' needs and rights in the corrections environment.
- Vertical Victim Assistance in Indian Country, an initiative that will consist of a working group whose goal is to develop a protocol for delivering a seamless continuum of support services for victims in Indian Country.
- Victim Notification and Safety Guide, a TA resource guide that addresses victim notification and victim protection and safety during offender reentry.
- Development of a national training calendar for education and professional development opportunities offered throughout the program year.
- Development of methods to ensure quality and consistency of TTA development and delivery, including a consultant orientation and a quality standards document.
- Development and implementation of the OVC TTAC Information System (OTIS), which will support all TTAC operations and functions, thereby ensuring effective management, facilitation of proactive project planning, and identification of areas that may be in need of targeted services.
- TTAC's interactive Web site (www.ovcttac.org), which will be the foundation for establishing a learning community that enables victim service providers to access best practices and obtain top-quality curricula, publications, and other TTA-related material.

APPENDIX F

OVC Publications and Products Released in FYs 2001 and 2002 Fiscal Year 2001* (October 1, 2000–September 30, 2001)

Title	NCJ Number	Month Released
Denver Victim Services 2000 Community Advocate Program (fact sheet)	FS 000272	September 2001
Denver Victim Services 2000 Needs Assessment (bulletin)	183397	October 2000
Domestic Violence: The Workplace Responds (video)	184749	January 2001
Establishing Victim Services Within a Law Enforcement Agency: The Austin Experience (bulletin, available online only)	185334	March 2001
Know More. Ask OVC. (OVC products and services brochure)	BC 000627	January 2001
Know More. Ask OVC. (video)	n/a	March 2001
National Crime Victims' Rights Week 2000—National Crime Victim Service Awards (video series)	182793	October 2000
National Crime Victims' Rights Week 2000—Special Awards for Courageous Response to Hate Crime (video series)	182792	October 2000
National Crime Victims' Rights Week 2000—Special Awards for Extraordinary Response to International Terrorism (video series)	182794	October 2000
OVC Handbook for Coping After Terrorism: A Guide to Healing and Recovery (available in English and Spanish)	190249 (English) 193144 (Spanish)	September 2001
OVC National Directory of Victim Assistance Funding Opportunities 2001	189218	September 2001
OVC Publications Resource Guide	184914	January 2001
OVC Training Resource Guide	184885	January 2001
Responding to Child Victims and Witnesses: Innovative Practices for Law Enforcement (video series)	181501	October 2000
Responding to Child Victims and Witnesses: Innovative Practices for Prosecutors (video series)	181504	October 2000
Responding to Child Victims and Witnesses: Innovative Practices in the Courtroom (video series)	181505	October 2000

Appendix F. Fiscal Year 2001* (October 1, 2000–September 30, 2001) (continued)

Title	NCJ Number	Month Released
Responding to Child Victims and Witnesses: Innovative Practices that Work (resource guide to accompany video series)	181506	October 2000
Responding to Child Victims and Witnesses: Promising Partnerships To Improve Case Outcomes (video series)	181500	October 2000
Responding to Hate Crime: A Multidisciplinary Curriculum (six-session training program, available online only)	182290	May 2001
Responding to Terrorism Victims: Oklahoma City and Beyond (report, available online only)	183949	October 2000
Sexual Assault Nurse Examiner (SANE) Programs: Improving the Community Response to Sexual Assault Victims (bulletin, available online only)	186366	April 2001
Understanding DNA Evidence: A Guide for Victim Service Providers (brochure)	BC 000657	May 2001
Understanding DNA Evidence: A Guide for Victim Service Providers (bulletin)	185690	April 2001
Using Technology To Enable Collaboration (bulletin)	187528	August 2001
Victim Issues for Parole Boards (video and user's guide)	180109	October 2000
Victims, Judges, and Juvenile Court Reform Through Restorative Justice (bulletin)	179383	October 2000
Working With Victims of Gun Violence (bulletin)	186155	July 2001

* The titles provided are only those in which OVCRC was involved in the production or dissemination. Grantee products submitted to OVC and not made available through OVCRC are not included. Unless otherwise indicated, videos are available in VHS format only.

Appendix F. Fiscal Year 2002* (October 1, 2001–September 30, 2002)

Title	NCJ Number	Month Released
Antiterrorism and Emergency Assistance Program: Responding to Victims of Terrorism and Mass Violence Crimes (brochure)	BC 000663	February 2002
The Crime Victim's Right To Be Present (OVC Legal Series bulletin)	189187	January 2002
Enforcement of Protective Orders (OVC Legal Series bulletin)	189190	January 2002
First Response to Victims of Crime (handbook for law enforcement officers)	189631	December 2001
Internet Crimes Against Children (bulletin)	184931	December 2001
Leadership in Victim Services (workbook for the National Victim Assistance Academy, available online only)	197343	June 2002
National Victim Assistance Academy 2002 (textbook, available online only)	197109	June 2002
National Victim Assistance Academy 2002 Instructor's Manual (available online only)	197298	June 2002
OVC Help Series (set of 10 brochures that address assault, child abuse, domestic violence, drunk driving, homicide, robbery, sexual assault, and stalking; available online only)	BC 000669	March 2002
OVC Publishing Guidelines Handbook	193988	March 2002
OVC Report to the Nation 2001 (report on Fiscal Years 1999 and 2000)	189205	December 2001
OVC Responds to Victims of Terrorist Attacks Against America on September 11, 2001 (fact sheet, available online only)	n/a	October 2001
Reporting School Violence (OVC Legal Series bulletin)	189191	January 2002
State Crime Victim Compensation and Assistance Grant Programs (fact sheet)	FS 000280	January 2002
Strengthening Antistalking Statutes (OVC Legal Series bulletin)	189192	January 2002
Technical Assistance, Publications, and Information Resources (TAPIR) Unit (fact sheet)	FS 000282	January 2002
Terrorism and International Victims Unit (fact sheet)	FS 000276	January 2002

Appendix F. Fiscal Year 2002* (October 1, 2001–September 30, 2002) (continued)

Title	NCJ Number	Month Released
The Ultimate Educator: Achieving Maximum Adult Learning Through Training and Instruction (National Victim Assistance Academy workbook, available online only)	197261	June 2002
Victims of Crime Act Crime Victims Fund (fact sheet)	FS 000281	January 2002
Victims of Terrorism and Mass Violence: A Continuum of Care (video recounting the 2002 National Victim Assistance Academy satellite presentation)	198271	June 2002
What Is the Office for Victims of Crime? (fact sheet, available online only)	FS 000302	September 2002
What You Can Do If You Are a Victim of Crime (fact sheet)	FS 000301	April 2002

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Report to the Nation 2003

Fiscal Years 2001 and 2002

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