

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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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.

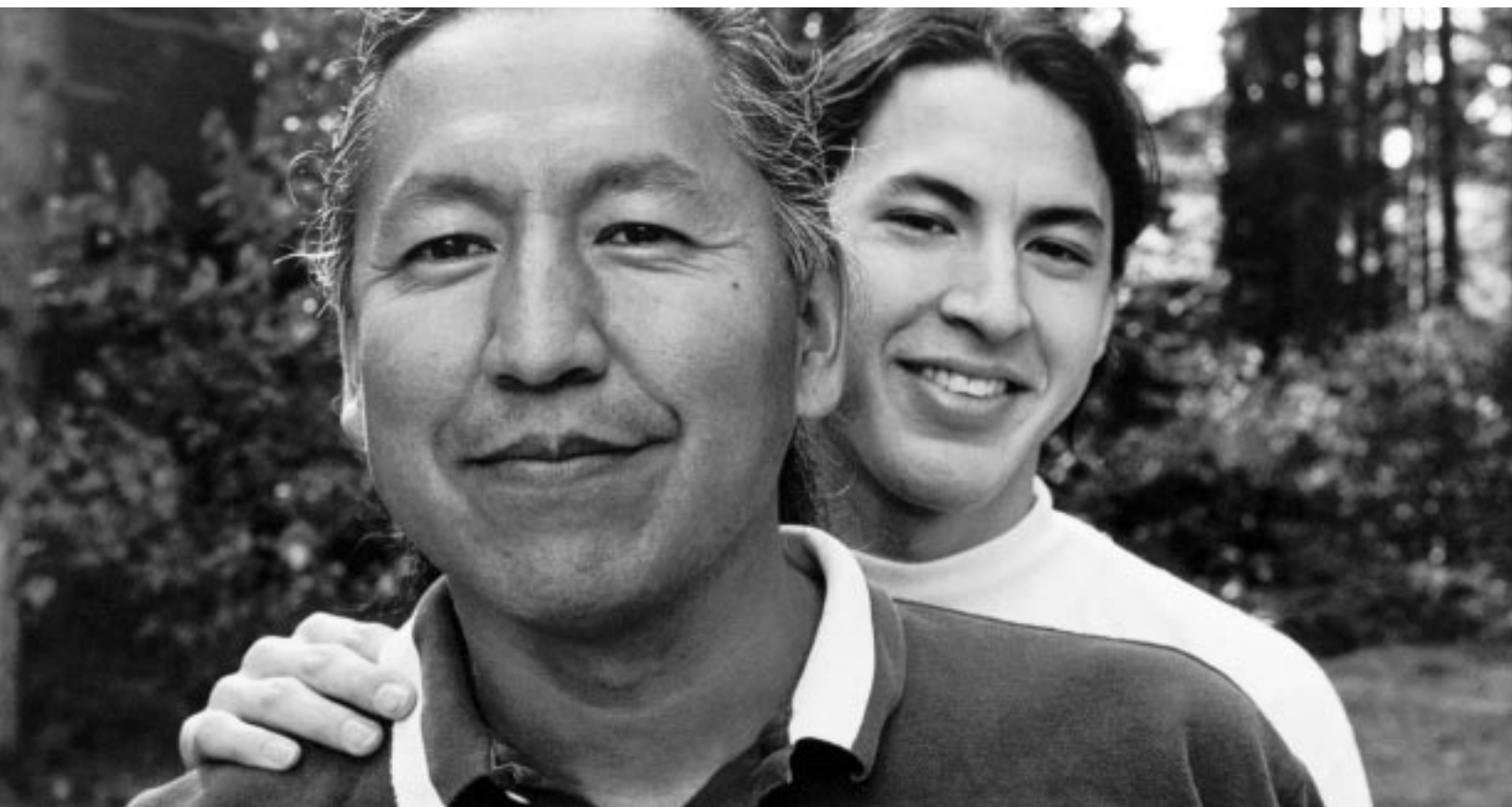
VOCA, as amended by CJA, provides that OVC's director shall use VOCA funding to award grants to help American Indian tribes develop, establish, and operate programs to improve (1) the handling of child abuse cases, particularly sexual abuse, in a manner that limits additional trauma to victims; and (2) 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.

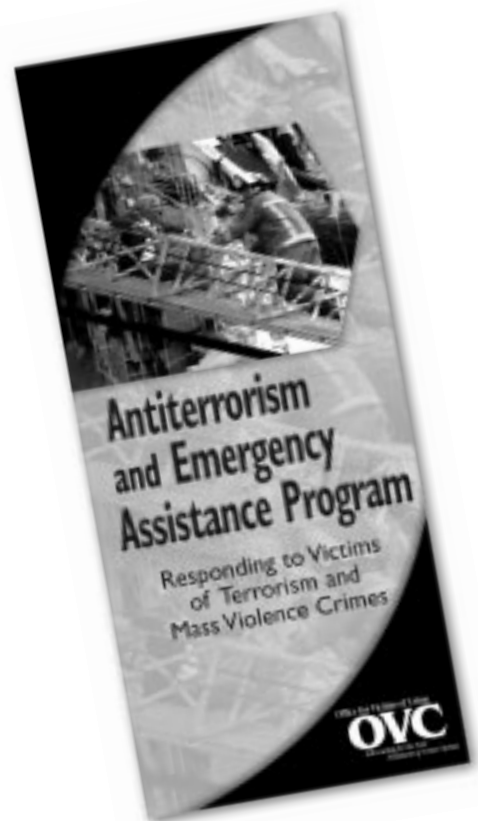
Antiterrorism and Emergency Assistance Program for Terrorism and Mass Violence Crimes

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.