



Office for Victims of Crime

# Report to the Nation 2003

Fiscal Years 2001 and 2002



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The Office for Victims of Crime is a component of the Office of Justice Programs, which also includes the Bureau of Justice Assistance, the Bureau of Justice Statistics, the National Institute of Justice, and the Office of Juvenile Justice and Delinquency Prevention.

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**Report to the Nation**

2003

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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."<sup>1</sup> 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

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<sup>1</sup>This 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
<b>Total Available for OVC Distribution</b>	<b>\$536,317,500</b>	<b>\$550,000,000</b>
Funds for Victims of the September 11, 2001, Terrorist Attacks (Signed 12/21/01)	n/a	\$68,100,000
<b>Distribution of Funds</b>		
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.<sup>1</sup> 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

<b>Victim Categories</b>	<b>Number of Victims Served</b>	<b>Total Victims (%)</b>
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
<b>Total</b>	<b>7,382,202</b>	<b>100.0</b>

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

<b>Type of Victim Assistance Delivered</b>	<b>Number of Victims Served</b>	<b>Estimated % of Victims Receiving Service</b>	<b>Estimated % of Service Delivery</b>
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
<b>Total Service Delivery</b>	<b>31,325,733</b>	<b>425</b>	<b>100</b>

## 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.<sup>2</sup>

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).<sup>3</sup> 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.<sup>4</sup> 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 sample<sup>5</sup> 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.

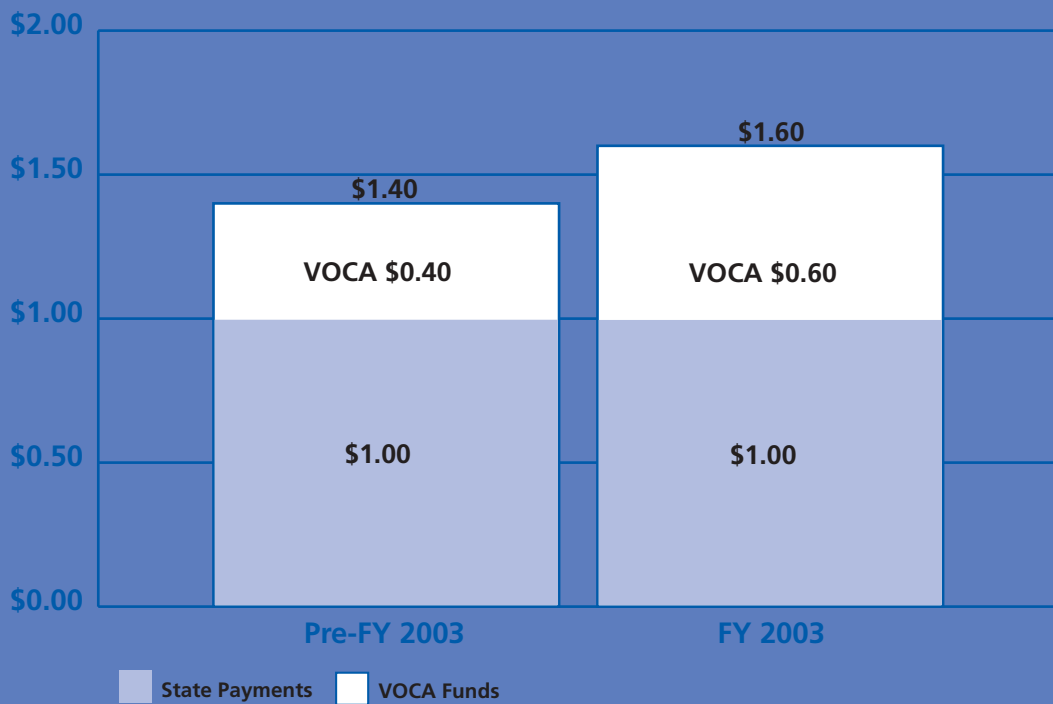
### Rising trend in VOCA allocations for state compensation programs

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
<b>Total</b>	<b>\$827,545,944</b>	<b>100</b>

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

<b>Crime Category</b>	<b>Total Number of Paid Claims</b>	<b>Claims Designated as Domestic Violence Related</b>	<b>Total Amount Paid</b>
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
<b>Total</b>	<b>305,187</b>	<b>63,552</b>	<b>\$815,917,238</b>



### **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.<sup>6</sup> 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](http://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](http://www.nacvcb.org) or NAVAA's Web site at [www.navaa.org](http://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.**

