



2004

Twentieth anniversary of VOCA. Congress enacts the Justice for All Act.



2000

Congress enacts the Victims of Trafficking and Violence Protection Act (TVPA).



1998

Congress enacts the Crime Victims With Disabilities Act.



1996

Congress enacts the Antiterrorism and Effective Death Penalty Act and the Mandatory Victim Restitution Act.



1994

Congress enacts the Violence Against Women Act.



1984

Congress enacts the Victims of Crime Act (VOCA), which establishes the Crime Victims Fund.



1983

U.S. Department of Justice administratively creates the Office for Victims of Crime.



1982

President Reagan commissions a Task Force on Victims of Crime.



Office for Victims of Crime
Report to the Nation

2005

Fiscal Years 2003–2004

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MESSAGE FROM THE DIRECTOR

For more than 20 years, the Office for Victims of Crime (OVC) has remained dedicated to helping victims understand and assert their rights. It has worked tirelessly to give victims a more prominent presence in the criminal justice system, and to help them access the many services available. OVC continues to make a noticeable difference in the victims field by upholding victims' rights and improving services. In Fiscal Years 2003 and 2004, OVC emphasized work on many fronts, including human trafficking, identity theft and fraud, international terrorism, sexual violence, faith-based collaborations, victims' rights and services, and Indian Country.

This *Report to the Nation 2005* highlights OVC's focus areas from October 1, 2002, to September 30, 2004, and important initiatives that extend into Fiscal Year 2005. The initiatives undertaken in each area support the missions of the Office of Justice Programs, the U.S. Department of Justice, the Attorney General's Management Initiative, and the President's Management Agenda—all of which focus on providing victims with greater access to justice through the enforcement of federal laws, representation of individual rights, and efforts to prevent, reduce, and control crime.

As OVC marked the 25th commemoration of National Crime Victims' Rights Week (NCVRW) in April 2005, it also paused to celebrate the legacy of President Ronald W. Reagan. This year's NCVRW observance was dedicated to President Reagan because of his rich legacy in promoting victims' rights and services. In the most fundamental ways, President Reagan gave the field a solid foundation on which it could grow and provided strong leadership. His 1982 Task Force on Victims of Crime focused national attention on victims' needs for the first time and recommended federal legislation that created the Crime Victims Fund, which supported key programs authorized by the Victims of Crime Act. The legislation was also the impetus for creating OVC.

This report, which outlines the priorities and accomplishments of the biennium, is a testament to President Reagan's vision. Each section summarizes victims' needs in that area and how OVC is helping to meet them. Also included in the report are notable recent events by states on behalf of crime victims. Though not supported by OVC funding, these events illustrate the tremendous momentum the field has built over the years, and identify significant milestones that may affect how services are delivered to many victims in the future.

Ongoing updates about specific OVC-supported initiatives are available via the OVC Focus On series, an electronic companion to the report that details significant activities OVC has initiated and supported.

I hope you find the initiatives and accomplishments outlined in the *Report to the Nation 2005* informative and insightful. OVC truly believes that the victim should come first and, through our ongoing efforts, we will continue to make this happen.

John W. Gillis
Director

Crime Victims Fund Supports Victim Services

Funding for all of the victim assistance and compensation programs supported by OVC comes from the Crime Victims Fund (the Fund), a unique account made up of criminal fines, forfeited bonds, penalties, special assessments, gifts, bequests, and donations. It was established by the Victims of Crime Act of 1984 (VOCA), and is designed to be a self-sufficient source of program support that requires no funding from taxpayers.

Each year, Fund moneys—up to a congressionally designated limit that was established to minimize the impact of fluctuations in the overall Fund balance on grant recipients—are distributed through formula grants and set-asides defined by VOCA to a variety of state, tribal, and federal victim programs. In FYs 2003 and 2004, these included—

- **State victim compensation programs**, which reimburse victims of violent crimes for out-of-pocket expenses that result from the crime.
- **State victim assistance programs**, which support direct victim service providers.
- **OVC discretionary grants**, which fund training and technical assistance activities, program evaluations, demonstration projects, compliance efforts, and fellowships and internships.
- **Victim/witness coordinators in U.S. Attorneys' Offices**, who inform victims about a variety of issues, including restitution orders and their right to make oral statements at sentencing.
- **Federal Bureau of Investigation victim specialists**, who keep victims of federal crimes informed of case developments and proceedings, and direct them to appropriate resources.
- **The Federal Victim Notification System**, which provides a means for notifying victims of the release or detention status of offenders, the filing of charges against suspected offenders, court proceedings and outcomes, and sentence and restitution information.

- **The Children’s Justice Act**, which supports services and programs to improve the investigation and prosecution of child sexual abuse and neglect cases in Indian Country.
- **The Antiterrorism Emergency Reserve**, which funds emergency expenses and other services for victims of terrorism or mass violence within the United States and abroad.



FY 2003 and 2004 Fund Activity

Distributions

OVC distributed approximately \$1.2 billion in Fund moneys during FYs 2003 and 2004. Almost 85 percent of these funds were allocated to state compensation and assistance programs, with another 5 percent going to OVC discretionary programs (figure 1). The remainder was distributed among the Executive Office for

United States Attorneys (EOUSA), the Federal Bureau of Investigation (FBI), and the Victim Notification System (VNS).

The most notable shift in Fund activity was a significant increase in victim compensation program funding, which rose 90 percent from FY 2001–2002 levels. The jump was due primarily to a change in the grant formula that increased the amount of money each state receives. Previously, each state had been awarded compensation funding equal to 40 percent of the state-funded compensation benefits it paid out during the preceding year. However, effective in FY 2003, that funding level rose to 60 percent. A continuing trend toward more compensation claims and higher average claim amounts also contributed to the increase.

Although the increase in compensation program funding meant that more resources were available to help victims pay for crime-related expenses, it had an adverse effect on funding for state victim assistance programs that support direct services. Erratic funding patterns

FIGURE 1. Crime Victims Fund Cash Flow, FYs 2003 and 2004 (in \$ millions)

Income	FY 2003	FY 2004
Deposits	\$519.5	\$361.3
Total available funds*	1,331.8	1,093.3
Amount Available for Allocation (the Cap)	617.6**	671.3**
Expenditures		
Children’s Justice Act	20.0	20.0
U.S. Attorneys’ victim/witness coordinators	18.3	20.6
FBI victim assistance specialists	10.4	19.7
Victim notification system	5.1	5.1
OVC discretionary grants	28.2	31.5
State compensation grants	164.9	186.1
State victim assistance grants	353.0	339.0

* Includes new collections, unobligated balances, carryover funds, and other adjustments.

** FY 2003 funds include \$17.6 million and FY 2004 funds include \$50 million for the Antiterrorism Emergency Reserve.

in recent years have made it difficult for assistance programs to plan for new services and sustain existing ones. FYs 2003 and 2004 were especially difficult. Funding fell by \$30 million in 2003 as the allocation process absorbed the impact of changing the compensation grant formula, and increased only negligibly in 2004.

That drop in funding has cast new attention on a problem that increasingly affects the amount of money available for assistance programs: the position of those programs in the allocation process (figure 2). Currently, assistance programs receive the total amount of funds remaining after all other set-asides and formula grants have been distributed. As a result, assistance programs are likely

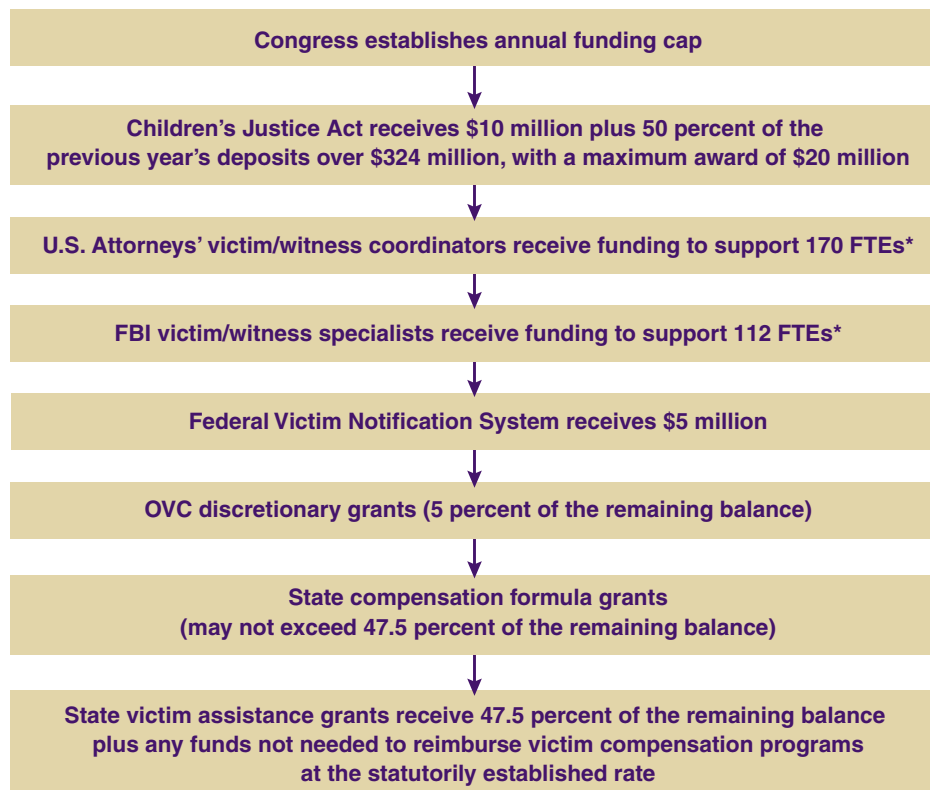
to receive increases in funding only when funding levels remain steady for all programs. If funding increases for another program area, as it did for compensation programs in FY 2003, assistance programs suffer most immediately and dramatically.

Deposit Patterns

Slightly less than \$1.2 billion was deposited into the Fund in FYs 2003 and 2004. Most of that money was received in 2004 as a result of three large case settlements that included fines totaling \$520 million. Without these settlements, FY 2004 deposits would have been only \$313 million, and the 2-year deposit total just \$675 million.

A relatively small number of large cases with fines of more than \$100 million have taken annual Fund deposits on a roller coaster ride.

FIGURE 2. Crime Victims Fund Allocation Process



* Full-time employees.

Georgia

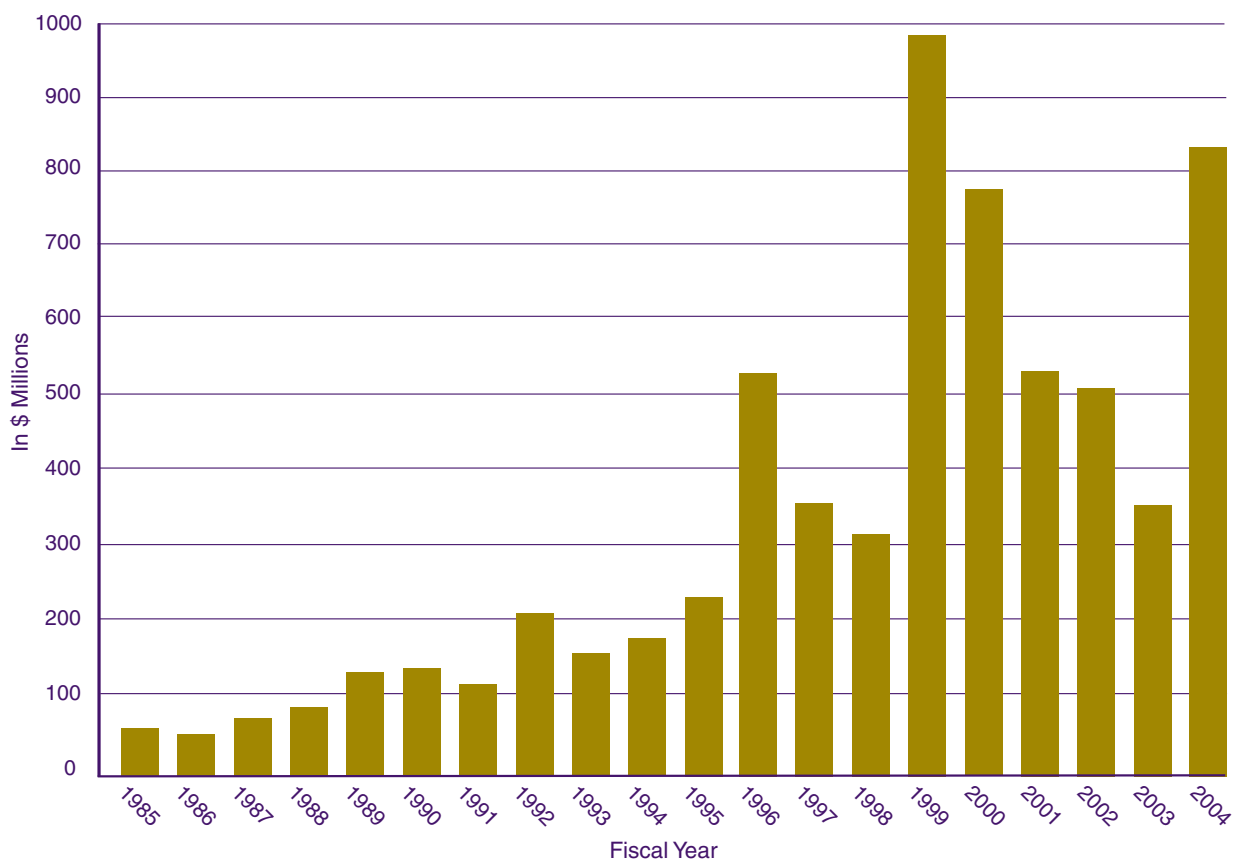
Governor proposes “The Crime Victims Restitution Act of 2005” to strengthen victims’ rights to restitution and civil recovery from convicted defendants. If passed, the bill would make full restitution to victims mandatory for all adult or juvenile offenders, permit the ordering of interest on the restitution amount, and enhance the state’s ability to collect restitution.

Oregon

Governor announces plans to accelerate the criminal background check process, create a criminal history registry to alert elder care providers when applicants have criminal records, and increase training for bank employees on financial exploitation of elderly people.

The significant fluctuations in deposit levels between 2003 and 2004 continue an ongoing pattern that has affected the Fund for a number of years (figure 3). Since 1996, a relatively small number of large cases with fines of more than \$100 million have taken annual Fund deposits on a roller coaster ride of steep increases followed by declines. The result has been a significant increase in available resources—45 percent of all Fund deposits since FY 1996 have come from large cases—and expansion of the number of programs supported by the Fund.

FIGURE 3. Crime Victims Fund Deposits



Source: Compiled from Office of Justice Programs data.



CHAPTER 2

Funding State Victim Assistance Efforts

As the Nation's flagship agency in the victims' rights movement, the Office for Victims of Crime (OVC) supports thousands of programs that raise awareness of victims' issues, promote compliance with victims' rights laws, provide training and technical assistance to victim service providers and allied professionals, and offer basic victim services. It does these things with one goal in mind: to help victims of crime rebuild their identities and lives following victimization.

OVC priorities are to address the evolving needs of the field and fill gaps in service. In FYs 2003 and 2004, this meant dedicating resources to programs for trafficking victims, establishing ties with the faith community, refining systems and services designed to serve victims of terrorism and mass violence, reaching out to small grassroots service providers, and expanding service networks in Indian Country. OVC accomplished these goals by supporting direct victim services, training and technical assistance, resource development, and the strategic use of technology.

Victim Compensation and Assistance

The 1984 Victims of Crime Act (VOCA) authorizes OVC to administer two major formula grants that support state crime victim compensation and assistance programs. *Victim compensation* grants supplement state efforts to provide financial assistance and reimbursement to victims for costs associated with a crime, and to encourage victim cooperation and participation in the criminal justice process. *Victim assistance* grants support the provision of services that (1) respond to the emotional and physical needs of victims, (2) help primary and secondary victims stabilize their lives after a victimization, (3) help victims understand and participate in the criminal justice system, and (4) provide victims with a measure of safety and security (e.g., covering the cost of broken windows and repairing or replacing locks). Both programs use moneys from the Crime Victims Fund, a self-sustaining fund that comprises criminal fines, forfeited bonds, penalties, special assessments, gifts, bequests, and donations that was established by VOCA to address victims' needs (see "Crime Victims Fund Supports Victim Services" for details).

Together, victim compensation and assistance grants made up more than 85 percent of all funding administered by OVC during the biennium. Slightly more than \$1 billion was distributed through these two programs, including approximately \$518 million in FY 2003 and \$542 million in FY 2004.

Victim Compensation Trends and Issues

Victim compensation programs reimburse victims for state qualified crime-related expenses when no other resources—such as private insurance—cover their losses.

Once a claim is processed, payment is sent directly to either a victim or servicing vendor.

Approximately \$351 million in VOCA compensation funds were allocated to all 50 states, the District of Columbia, and 2 U.S. territories in FYs 2003 and 2004. Most states received between \$1 million and \$5 million, with the median award amount for the 2-year period at some \$2.2 million.

A state-by-state breakdown of compensation award amounts is provided in appendix A.

The overall amount of VOCA compensation funding—\$351 million—was up 90 percent from FY 2001–2002. The sharp increase was largely a result of changes to the formula by which the grant amount is calculated. Previously, each state had been awarded compensation funding equal to 40 percent of the state-funded compensation benefits it paid out during the preceding year. Effective in FY 2003, that funding level rose to 60 percent. This increase allowed states the option of awarding payment to a greater number of individuals or increasing the claim benefit.

The trend to increase claim amounts was highlighted in an OVC-funded study of trends in VOCA compensation and assistance funding that was completed in 2004, which also identified trends toward higher numbers of compensation claims and higher claim amounts as reasons for increased compensation costs. The study attributed the change to greater public awareness of compensation benefits, assistance staff that are better skilled at identifying compensation opportunities and helping victims take advantage of them, and the rising cost of services that may be eligible for reimbursement.

A closer review of VOCA compensation claims shows that 171,912 claims were approved in FY 2003, with an average payout of \$2,500 each. These benefits were most often used to cover medical and dental expenses incurred as a result of assault. Assault cases gave rise to the largest number of claims, and accounted for both the largest number of paid claims (73,280) and the largest total payout amount (\$227,433,870). Under the assault category, nearly 84 percent of all paid claims were domestic violence-related claims. Sixty-five percent of all VOCA compensation claimants were adult victims ages 18–64, 31 percent were youth age 17 or younger, and 4 percent were elderly victims age 65 or older.

In FY 2004, 170,739 claims were approved at an average payout of slightly more than \$2,400. Once again, assault cases accounted for the majority of paid claims (82,100) and total payout amount (\$235,123,978). Domestic violence-related claims under the assault category dipped slightly to 83 percent, while percentages for the claimants' ages were largely unchanged from the previous fiscal year.

VOCA compensation programs continue to meet various challenges. Identifying and meeting the needs of domestic violence, sexual assault, and child abuse victims continue to be major issues for



compensation programs, according to Dan Eddy, Executive Director of the National Association of Crime Victim Compensation Boards. “States are covering medical expenses, counseling, and other recovery costs [and also] paying for the relocation of domestic violence victims to safer residences,” he says. In Florida, the domestic violence relocation benefit “is the number one priority due to the potential danger a domestic violence victim may face,” says Gwen Ford Roache, Chief of Florida’s Bureau of Victim Compensation. “Emphasis is put on [the] ‘immediate need’ to relocate [victims] to a safe environment. Each relocation claim is processed as an emergency award and a check is in the hands of a victim within two workdays.”

Another challenge that most victim compensation programs face is adequate funding. “Cuts and reductions in [state] funding [or resources that will decrease eligible payouts] at the same time the program has experienced a large growth in claims received” is an ongoing challenge, says Jason Barber, Assistant Director of Oregon’s Crime Victims Assistance Section. “We are also seeing more and more claimants without insurance who are more dependent on the compensation program for all of their medical needs. This makes claims management more challenging as we attempt to pay only crime-related treatment,” he notes.

Meanwhile, trying to pay claims more quickly and efficiently continues to be an ongoing hurdle for compensation programs even as states are working to improve their claims processing through automation. Some states have recently transitioned from a manual processing system to a paperless system in an effort to streamline the process and compensate victims more quickly.

District of Columbia

Law extending unemployment compensation to victims who voluntarily or involuntarily leave work as a result of domestic violence goes into effect.

Pennsylvania

Governor signs legislation expanding the list of crimes for which victims can receive compensation and changes the application deadline to 2 years within discovery of the crime.

Finally, several state compensation programs are focusing on outreach and training efforts to reach more victims and to educate more professionals in the victim services field on the specifics of the state program, preparing and expediting claims, and the latest developments in technology and legislation. The successful outreach efforts have also added to the challenge of how to use existing compensation resources.

Victim Assistance Trends and Issues

Unlike compensation, victim assistance funding is awarded through subgrants to state victim agencies and local service providers.¹ The funds benefit victims by supporting the delivery of direct services and enabling the development of new programs that address existing and emerging needs.

FY 2003–2004 VOCA victim assistance funding—which was distributed to all 50 states, the District of Columbia, and 5 U.S. territories—was down nearly \$30 million from previous levels. (A discussion of the factors related to this can be found in the first section, “Crime Victims Fund Supports Victim Services.”) VOCA grant awards during the biennium

Each relocation claim is processed as an emergency award and a check is in the hands of a victim within 2 workdays.

¹ Please note that some figures in this section, particularly in figures 4, 5, and 6, are current as of February 18, 2005. The figures are not final because FY 2003 victim assistance grants do not close until FY 2007, and FY 2004 grants do not close until FY 2008.

VOCA grant awards totaled \$709 million and supported more than 4,000 agencies.

totaled \$709 million (appendix B) and supported more than 4,000 agencies. In 2003, VOCA-funded victim service agencies provided more than 16 million services to an estimated 3.8 million victims, 49 percent of whom were victims of domestic violence. In FY 2004, more than 17.8 million services were provided to some 4.1 million victims, 47.3 percent of whom were victims of domestic violence.

VOCA subgrants support various types of services—including crisis counseling, therapy, shelter, criminal justice support, referrals, and emergency legal and financial assistance—which are determined in part by a formula and in part by individual state needs. VOCA requires that states allocate 40 percent of their VOCA assistance funds to support services for the following priority populations: sexual assault victims, domestic abuse victims, child abuse victims, and underserved victims of violent crime (10 percent of the allocation is designated for each group). OVC gives states broad discretion to decide which victim populations fall within the underserved category.

They may include the survivors of homicide victims, adults molested as children, and victims of drunk-driving crashes, physical assault, elder abuse, robbery, and kidnaping. States may then award the remaining 60 percent of funds to support programs that serve victims of other crimes.

Programs serving victims of domestic violence received the largest amount of VOCA funds directed toward priority and underserved areas in both fiscal years: \$78.3 million in 2003, and \$39.5 million in 2004 (figure 4). The \$78.3 million awarded in 2003 accounted for 39 percent of all VOCA assistance funding awarded that year. Another 18 percent of FY 2003 funds—\$36.5 million—was directed toward sexual assault services. Similar percentages were spent on domestic violence and sexual assault services in FY 2004. A survey of selected state VOCA administrators found that VOCA funding fills an essential need in addressing victim needs in this area.

Joseph Hood III, Division Director of Grants Administration for the Criminal

FIGURE 4. VOCA Assistance Allocations for Priority and Underserved Areas (in \$)

Service Area	FY 2003	FY 2004
Priority Areas		
Child abuse	\$39,449,700	\$25,126,040
Domestic violence	78,359,449	39,515,283
Sexual assault	36,515,608	23,306,755
Total Priority	\$154,324,757	\$87,948,078
Underserved Victim Areas		
DUI/DWI crashes	\$5,351,833	\$2,283,580
Survivors of homicide victims	5,166,347	3,115,547
Assault	6,481,945	3,990,081
Adults molested as children	5,217,430	3,707,736
Elder abuse	5,512,346	3,346,676
Robbery	3,190,974	2,135,973
Other violent crimes	11,189,434	6,358,100
Total Underserved	\$42,110,309	\$24,937,639
Total	\$196,435,066	\$112,885,717

Justice Coordinating Council in Georgia, says VOCA is the second major funding source of domestic violence programs behind the U.S. Department of Health and Human Services (HHS). VOCA and HHS money work in partnership and fund all the shelters in the state and provide a complete array of services (preventing domestic violence, helping women transition back to work, counseling, and accompanying victims to court). Georgia VOCA funds help prosecutors' offices in almost every county pay for domestic violence advocates who assist victims through the judicial system, including helping them get protective orders. In some instances, Hood says, funds are used to provide victims with legal aid. Some projects also help with counseling for victims and their children, especially emergency counseling (e.g., when they are leaving their home).

In Iowa, a large portion of VOCA funds—far above the mandated amount—goes to domestic violence and sexual assault programs (the state funds both programs together).

According to Virginia Beane, Grant Administrator for the Crime Victim Assistance Division in the Iowa Department of Justice, all Iowa VOCA funds go to direct services. Most of the domestic violence programs have their own shelters; the vast majority of the funds go to staffing the shelters. Most of the programs funded by Iowa's VOCA money are well established and have been funded for years.

In 2 years, the number of victims served by domestic violence programs in the state increased more than 5 percent, but the number of women and children who stayed at shelters decreased by slightly less than 8 percent. In 2002, 20,688 victims were seen and 4,762 women and children were sheltered; in 2004, 21,780 victims sought services and 4,396 women and children stayed in shelters.

Beane describes Iowa's multitiered certification program for domestic violence advocates: Almost all advocates have been trained on the first tier, and many have received training on other tiers. The training has helped advocates become more professional and more aware of the types of victims who are eligible to receive services through VOCA funding. The quality of services also has improved, and as a result victims are not in the system as long.

The State of Oregon issued 44 grants for essential domestic violence services in FY 2004. Connie Gallagher, Administrator of the Crime Victims Assistance Section in the Oregon Department of Justice, describes how the state funds noncompetitive grants to provide programs with funding stability and competitive grants to help programs address issues such as special populations. Gallagher says that her office is constantly trying to improve cultural competency and services for domestic violence victims. For example, her office has joined the Violence Against Women Act (VAWA) administrator in a joint cultural competence program.

Gallagher explains how VOCA shares a single domestic violence data collection instrument with the other two state domestic violence funders. Additionally, they have developed common outcome measures they use to discuss domestic violence measures throughout the state. She notes that this developed because state sources of domestic violence funding requested information on safety; that is, whether women who leave shelters received a safety assessment and a safety plan. Since collecting the data, they have seen an increase in women who have safety plans.



A review of the number of grants that support services for specific victimizations also reflects the importance of VOCA funding to domestic violence victims (figure 5). More than 2,000 subgrants supported domestic violence initiatives in FY 2003, and more than 1,400 in FY 2004. Subgrants for child sexual abuse and child physical abuse were ranked second and third, respectively.



Most subgrants awarded during this reporting period were to private nonprofit victim assistance agencies such as hospitals, rape crisis centers, mental health agencies, shelters, and religious organizations (figure 6). They received 2,158 grants in FY 2003, more than twice the number awarded to government agencies both inside and outside the criminal justice system. (Government recipients include law enforcement, prosecutors, courts, probation offices, corrections officials, social services, mental health providers,

and hospitals.) The same was true in FY 2004, though the overall number of grants was less—1,254; government agencies received 619. The types of agencies in the private nonprofit category that received the most assistance were shelters and rape crisis centers, which in both years made up roughly half of recipients in the group—again emphasizing the importance of VOCA funding to victims of domestic violence and sexual assault. Prosecutors and law enforcement entities received the largest number of subgrants awarded to service providers in the government sector, receiving more than 75 percent of those awards each year.

Subgrant recipients in both 2003 and 2004 overwhelmingly used VOCA assistance funding to continue already established services. Relatively few VOCA recipients used the funds to begin new victim service projects or to expand existing projects.

In both years, VOCA assistance subgrants were most often intended to provide crisis counseling, assistance with filing compensation claim forms, and referrals to other service providers. More than 4.6 million victims received referral information either by telephone or in person in

FIGURE 5. Number of VOCA Assistance Subgrants, by Type of Victimization

Type of Victimization	FY 2003	FY 2004
Child physical abuse	1,752	1,123
Child sexual abuse	2,097	1,286
DUI/DWI crashes	875	555
Domestic violence	2,286	1,413
Adult sexual assault	1,745	1,095
Elder abuse	1,188	782
Adults molested as children	1,398	891
Survivors of homicide victims	1,026	679
Robbery	899	591
Assault	1,145	760
Other violent crime	812	476
Other	279	1

FIGURE 6. Number of VOCA Assistance Subgrants, by Implementing Agency

Type of Implementing Agency	FY 2003	FY 2004
<i>Criminal Justice—Government</i>	902	543
Corrections	13	6
Court	42	28
Law enforcement agency	262	196
Probation	28	8
Prosecution	535	284
Other	22	21
<i>Noncriminal Justice—Government</i>	108	76
Hospital	9	4
Mental health	5	1
Public housing	0	0
Social service	40	29
Other	54	42
<i>Private Nonprofit</i>	2,158	1,254
Hospital	35	15
Mental health agencies	120	76
Rape crisis	476	250
Religious organization	18	20
Shelter	752	406
Other	757	487
<i>Native American Tribe or Organization</i>	36	20
On reservation	30	16
Off reservation	6	4

FY 2003. More than 2.2 million received followup services; 2 million received criminal justice support and advocacy, such as accompaniment to court appearances; and 1.7 million received crisis counseling (figure 7).

Although most VOCA subgrant recipients used the moneys to continue existing programs, some launched innovative new strategies for addressing previously underserved victim populations. The South Carolina Department of Public Safety, for example, has awarded VOCA victim assistance grant funds to support a victim advocate position within the state's department of natural resources (DNR). Because DNR is charged with enforcing state hunting and boating laws, it is also responsible for ensuring that people who

are victimized when those laws are broken are informed of their rights and provided services. The victim advocate serves this function, providing victims of negligent hunting or boating incidents, reckless homicide, boating under the influence of alcohol or drugs, and property crime with crisis intervention services, court accompaniment, information and referrals, followup home visits, and assistance with filing for victim compensation. (Additional information about OVC's priorities and initiatives related to enforcing and expanding victims' rights appears in the section "Victims' Rights and Services Continue the Reagan Legacy.")

Looking forward, grantees have identified a number of trends that will require increased attention in coming years. They

More than 4.6 million victims received referral information either by telephone or in person in FY 2003.

FIGURE 7. Number of Victims Served by VOCA Assistance Subgrants, by Type of Assistance

Type of Assistance	FY 2003	FY 2004
Assistance in filing compensation claims	773,420	813,005
Crisis counseling	1,784,588	1,855,996
Criminal justice support and advocacy	2,085,534	2,047,193
Emergency financial assistance	194,502	245,261
Emergency legal advocacy	414,501	418,047
Followup contact	2,294,840	2,160,493
Group treatment	470,645	480,406
Personal advocacy	1,385,031	1,375,350
Information and referral (by telephone)	2,599,722	2,908,716
Information and referral (in person)	2,089,112	2,346,796
Shelter/safe house	461,077	432,162
Therapy	340,978	315,512
Other	1,885,191	2,410,625

As state contributions have become smaller, victim assistance programs have become increasingly dependent on VOCA funds.

include greater interaction with non-English speaking victims, victims with disabilities, and victims with mental health conditions, as well as meeting the ongoing needs of elderly victims. A portion of future awards will be dedicated to developing strategies and programs that address the unique needs of these populations, further expanding the overall impact of VOCA funds. As state contributions have become smaller, victim assistance programs have become increasingly dependent on VOCA funds. Prospective future reductions in VOCA assistance funding may pose challenges for individual service providers as they work to develop new programs while maintaining their current levels of service.

The concern over funding was reiterated in interviews with VOCA administrators in Georgia, Iowa, and Oregon. In Iowa, for example, a lack of sustained funding has negatively affected rural grants. As a result, rural agencies are having a hard time providing the same level of services to the same number of victims. VOCA funding—in combination with other

resources—has been instrumental in supporting the programs as best it can, but it cannot cover all the costs needed to sustain previous service levels. Beane, of Iowa, says her division is encouraging programs to merge to save on expenses, and is looking closely at their funding to determine which mergers would work best.

Hood, of Georgia, adds that his state needs to sustain sufficient funding to maintain the same level of services for domestic violence victims and have stability in crime victims funding. Currently, his office is getting many more requests for services than it has funding for. Eventually, he would like to see some growth in services, but his office has been unable to fund new positions.

Gallagher's comments reiterate both Beane's and Hood's concerns that funding is key. In the past three biennia, state funding for domestic violence in Oregon has decreased, which Gallagher says is the reason why VOCA funding is so important.

Discretionary Funding Accomplishments and Issues

OVC awards discretionary grant funding to develop training, education, and technical assistance; emphasize public education and awareness; enhance victims' rights; implement victim services; highlight the use of technology; and establish promising practices and demonstration projects. Discretionary funding is distributed primarily from the Crime Victims Fund, although some moneys are secured through other sources such as OVC's Services for Trafficking Victims Discretionary Grant Program. OVC awarded nearly \$60 million through competitive and noncompetitive grants and cooperative agreements with public agencies and private nonprofit organizations in FYs 2003 and 2004. Enhancing ties with the faith community, establishing services for trafficking victims, reaching out to emerging grassroots service providers, developing resources for victims of terrorism and mass violence, and promoting the implementation of victims' rights are priorities.

Connecting With Faith Communities

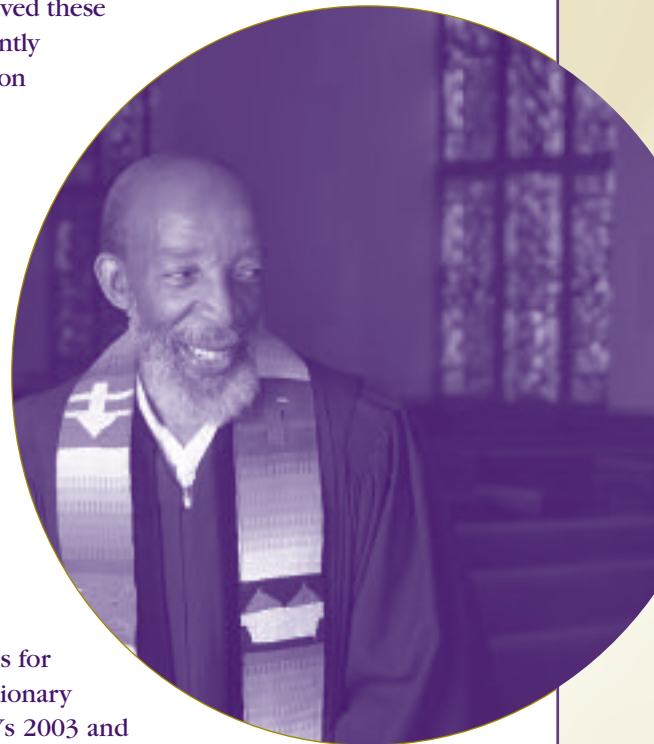
OVC shares in the belief that the faith community can play an important role in serving victims. In that spirit, OVC significantly expanded the ways in which it supports faith-based victim initiatives in FYs 2003 and 2004. Throughout the biennium, OVC continued to support collaborative projects between the faith and victim assistance communities that are designed to improve the response of faith-based practitioners to victims of crime. The initiatives work toward a variety of goals, including helping faith-based organizations establish victim service programs, network with secular victim service programs, and train both victim service providers and members of the faith community on how they

can work together to meet victims' needs. OVC also continued its support of faith-based programs through the Helping Outreach Programs to Expand (HOPE) Grant Program and launched the Faith-Based or Community Organizations and Victim Services Discretionary Mini-Grant Program. The mini-grant program supports alliances between faith organizations and victim service providers in high-crime areas by inviting groups located in Weed and Seed communities to apply for grants of up to \$15,000. Twenty organizations received these grants in FY 2004, significantly expanding OVC's connection with the faith community.

More information about OVC priorities and initiatives involving the faith community appears in the subsection "OVC-Funded Initiatives Emphasize Training and Outreach for Faith Community."

Building Trafficking Resources

OVC continued its Services for Trafficking Victims Discretionary Grant Program through FYs 2003 and 2004, funding direct services, community outreach, and training for a broad cross-section of allied professionals who are likely to encounter trafficking victims. Nearly \$15 million was awarded to support 20 projects to provide comprehensive and supplemental services (see appendix E for a breakdown of funds awarded in FYs 2003 and 2004). Additional grant funding of \$400,000 was made to support a centralized training and technical assistance effort for OVC direct service grantees. Most grantee initiatives focus on providing trafficking victims with essential services, including shelter, medical care, and counseling, during the "precertification period"—that is,



the time between when they are removed from their abusive environments and when they are certified as eligible to receive benefits through HHS. More information about specific OVC-funded programs related to human trafficking appears in the section “Programs Offer Support for Victims of International Trafficking.”

Grassroots Outreach

In FY 2003, OVC held a series of roundtable meetings with victims and victim advocates throughout the United States, from which it learned of a growing

body of grassroots, nonprofit, and community- and faith-based victim service organizations and

coalitions. Most of the organizations—though they provide essential services—are not linked to mainstream victim service programs, and do not have access to traditional funding for services, outreach, and networking. In response, OVC created

the Helping Outreach Programs to Expand

(HOPE) Grant Program to

provide small amounts of money

to these agencies for the purpose of enhancing their outreach to victims.

Grant applicants may receive one-time awards of up to \$5,000 to develop program literature, produce newsletters, train advocates and volunteers, support victim outreach efforts, and purchase necessary office equipment. Approximately \$1.6 million was made available for this initiative in FYs 2003 and 2004; a total of \$1.5 million was distributed to

318 organizations. Due to the apparent success of this initiative, OVC issued a HOPE II solicitation in FY 2005 to increase the development and capacity of faith- and/or community-based organizations to respond to underserved victims in high-crime urban areas. Under the HOPE II Grant Program, OVC will allocate \$3 million to an organization that will support activities through subawards of up to \$50,000.

Promising Practices and Demonstration Programs

Nine agencies received discretionary funding to set up demonstration projects that model promising practices in the field. These programs serve a wide range of victims, including victims with disabilities, elderly victims, sexual assault victims, victims in rural areas, and victims in urban high-crime areas.

Although the funding was not awarded in either FY 2003 or 2004, OVC has in the past year realized important results from its post-September 11 assistance activities. In 2003, a meeting of the VOCA administrator agencies that received crisis response grants and other subsequent funding was convened to discuss their experiences. The discussion identified a number of promising practices for responding to terrorism and mass violence that OVC will pursue in future years, as well as valuable recommendations for improving the response process. To document the states’ challenges, lessons learned, and promising practices in responding to victims’ needs, OVC supported the development of *Responding to September 11 Victims: Lessons Learned From the States*, a report released in April 2005 during National Crime Victims’ Rights Week (NCVRW).



Technology Becomes More Prominent

Throughout FYs 2003 and 2004, OVC and its grantees explored how technology can improve and streamline services. Several states are working toward paperless systems for processing compensation claims, while another is developing an automated application process for assistance grants. Technology is also being applied to case management and outreach. With OVC support, Parents of Murdered Children, Inc., created a Web-based resource directory of grassroots victim service providers in

the United States. Outreach to these providers is part of an ongoing OVC effort to establish a larger support network for victims and to support emerging providers with resources. Other grantees have focused on using technology as a tool to build resources. Online resource databases have become valuable referral tools, and online training and technical assistance has greatly expanded the number of advocates who can participate by eliminating many of the traditional barriers to participation, including travel expenses and time constraints.



CHAPTER 3

Victim Funding in Indian Country

Each year, OVC dedicates resources to programs and training that meet the unique needs of American Indian and Alaska Native victims. This support is administered through the Tribal Victim Assistance Program (TVA) and the Children's Justice Act (CJA) Partnerships for Indian Communities Grant Program, and includes expanding the network of reservation-based victim assistance programs, providing training, and developing resources that help victims understand tribal and federal criminal justice systems, their rights, and the services available to them.

Developing and enhancing victim services in Indian Country poses special challenges. Often, Indian Country communities are in remote areas where few or no services exist, are economically depressed, and are rooted in a traditional culture that views victimization and victim services in nontraditional ways. Programs must address these elements to be valuable and effective resources for the victims who live there.

Tribal Victim Assistance Program

The Tribal Victim Assistance Program provides federally recognized tribes with funding to establish permanent, accessible, and responsive reservation-based victim assistance programs in areas where there are no services or only limited services for victims. The program encourages tribes to plan and implement programs that provide direct services to victims of child abuse, homicide, elder abuse, driving while intoxicated, and gang violence. Services include counseling, referrals, emergency funds, court accompaniment, and compensation assistance.

The latest *American Indians and Crime* report from the Bureau of Justice Statistics, published in December 2004, reveals that American Indian and Alaska Native people are victims of crime more frequently than any other race in America. It is estimated that American Indians experience 1 violent crime for every 10 residents age 12 and older. American Indians age 12 and older are more than twice as likely to experience rape, sexual assault, and simple assault, and almost three times more likely to experience an aggravated assault compared with all races in America.

In FYs 2003 and 2004, TVA provided \$5.1 million in support to 25 tribes in 15 states, with an average annual award per tribe of approximately \$100,000. About \$850,000 of the overall award amount was designated for training and technical assistance. In FY 2003, OVC added \$500,000 in funding to support services to tribes that are not subject to federal criminal jurisdiction. Four programs were funded—two in Alaska and two in California.

Children's Justice Act Partnerships for Indian Communities Grant Program

The Children's Justice Act Partnerships for Indian Communities Grant Program is rooted in the Children's Justice and Assistance Act of 1986, which was enacted to improve the investigation and prosecution of child abuse. Under the current VOCA allocation structure, 15 percent of the \$20 million allocated for this purpose each year is retained by OVC for use in Indian Country.

In FYs 2003 and 2004, 24 tribes in 15 states received CJA funding to help communities improve the investigation, prosecution, and overall handling of severe child abuse cases, particularly cases of child sexual abuse. The grants—which in this reporting period totaled \$1.9 million in FY 2003 and \$1.5 million in FY 2004—are made directly to tribes and tribal nonprofit agencies to establish, expand, and train child protection teams and multidisciplinary teams; revise tribal

codes and procedures to address child sexual abuse; and develop protocols for reporting, investigating, and prosecuting child sexual abuse cases. Grant funding is also used to provide specialized training for prosecutors, judges, law enforcement personnel, criminal investigators, child protection and social service workers, mental health personnel, and other allied professionals who handle child sexual abuse cases; develop procedures for establishing and managing child-centered interview rooms; and establish special prosecution units. CJA is the only source of federal funding for Indian tribes that focuses on these issues. Nearly half of CJA funds were earmarked for training and technical assistance, including the Indian Nations Conference, development of an Indian Country Victim Assistance Academy, district-specific conferences, and other training efforts. OVC believes this training is important because it focuses on improving quality and enhancing capacity to serve American Indian victims.



Michigan

The Grand Traverse Band of Ottawa and Chippewa Indians has established a Multidisciplinary Team that consists of the U.S. Attorney's Office, Federal Bureau of Investigation, Michigan Family Independence Agency, the State of Michigan, and Anishinaabek Family Services to evaluate and assess child abuse cases.

Minnesota

The U.S. Attorney's Office is working with the Red Lake Band of Chippewa Indians to strengthen victims' rights and services in northern Minnesota.

Recognizing Traditional Culture

Like victims in other segments of society, victims in Indian Country frequently turn to spiritual leaders for support. American Indian and Alaska Native spiritual leaders and traditional healers are often experienced with issues arising from social problems—but not with the particular dynamics of victimization. Victim assistance programs, in contrast, possess the resources for responding to victims' needs, but may not be able to address the spiritual crisis brought on by a criminal act.

In FY 2004, OVC announced a new grant program that combines both resources while respecting cultural issues. The Faith-Based Counseling for Crime Victims in Indian Country Discretionary Grant Program encourages collaboration among victim service programs, traditional healers, and other faith-based clergy, as well as the use of traditional healing services as a resource for victims. It also recognizes that many American Indians and Alaska Natives looking for guidance choose traditional healing instead of, or in addition to, Western counseling services. Traditional healers are revered and respected members of tribes, and their services often benefit victims who seek their help. This type of support has been endorsed by tribal victim service providers, tribal government council members, victim assistance administrators, and victims, and it is viewed as an effective means for overcoming cultural barriers that prevent victims from seeking assistance.

Cultural sensitivity is also increasingly a part of the training and technical assistance offered for advocates and allied professionals. For example, OVC is supporting the development of an American Indian and Alaska Native Victim Assistance Academy to address issues that

have a special impact in Indian Country, as well as training that highlights key elements of traditional culture as they affect evidence-gathering in sexual assault cases. Both efforts will ultimately put victims more at ease as service providers demonstrate knowledge of the culture and awareness of victims' concerns.

Programs Bridge Isolation

In addition to being separated from comprehensive and easily accessible victim services by culture, Indian Country communities are also separated by geography. The relative isolation of American Indian and Alaska Native populations has resulted in sporadic service availability, with some areas having no victim services at all. Remote locations also make communication difficult, and as a result, many American Indians and Alaska Natives are unaware of their rights as victims, the resources available to them, or even the status of their cases.

As a result of geographical isolation, initiatives that make services more accessible are especially valuable to Indian Country victims. The Forensic Telemedicine Equipment and Training Program, for example, helps Indian Health Service clinics and service units develop the ability to transmit photographs of injuries sustained by child victims to other medical facilities for review. As a result, victims can receive diagnoses and treatment recommendations they otherwise would not have access to. Other programs provide advocacy and court accompaniment to help Indian Country victims understand the justice process and keep them informed about developments that affect their cases—helping victims feel more confident they are being treated fairly and more willing to participate fully in the process.

OVC is supporting the development of an American Indian and Alaska Native Victim Assistance Academy to address issues that have a special impact in Indian Country.

Victim Assistance Academies Serve Indian Country

To better meet victims' needs in Indian Country, OVC has funded the development of an American Indian/Alaska Native Victim Assistance Academy (AI/ANVAA), a derivative of the popular National Victim Assistance Academy (NVAA). Like NVAA, AI/ANVAA provides victim advocates and allied professionals with a foundation-level course in victims' issues and assistance strategies such as providing appropriate services, identifying when to refer victims to professional counselors, minimizing multiple interviews, preparing victims for court appearances, and helping victims complete compensation forms. But unlike NVAA, AI/ANVAA presents information within the context of American Indian and Alaska Native culture.

"The centrality of spirituality in tribal communities is integrated throughout the curriculum, says Jerry Gardner, Executive Director of the Tribal Law and Policy Institute, which developed and pilot tested the academy in 2004.

The AI/ANVAA places special emphasis on active participation in the learning process—a preferred way of learning among Native populations—and incorporates the unique cultural, legal, jurisdictional, and spiritual issues that arise in tribal communities. In the past, says Gardner, Native students who have attended NVAA and state academies have voiced concerns about isolation, lack of understanding of the needs of crime victims in tribal communities, lack of cultural sensitivity to Native issues, and a lack of discussion or understanding of the jurisdictional issues involved in Indian Country.

Jurisdiction—and the factors that determine it—are one of the central focuses of the academy. "Victims of crime are often confused by the jurisdictional maze presented by a combination of federal, state, and tribal laws, says Gardner. "Victim service providers must be able to help victims deal with representatives of these jurisdictions. Other academy topics include the multigenerational effects of victimization in Indian Country, improving advocates' ability to identify their own tribal and community history as it relates to victimization issues, and enhancing the ability to provide community-based, culturally appropriate support for victims.

Graduates of the academy take away not only a better understanding of the jurisdictional issues facing victims, but also the skills needed to work in a more collaborative manner with state and federal law enforcement and criminal justice personnel. As a result, they are better equipped to help victims access services. Non-Native providers, conversely, gain much-needed cultural knowledge.

Since the pilot test of the academy, students have expressed gratitude for the training opportunity. One evaluation, says Gardner, read, "This type of training is so needed in tribal communities that may still lack law enforcement or tribal court systems and victim advocacy.

This type of training is so needed in tribal communities that may still lack law enforcement or tribal court systems and victim advocacy.

Enhancing the Service Infrastructure

To bring the level of services available in Indian Country in line with that outside of Indian Country, OVC supports a number of training and technical assistance initiatives, particularly as they apply to family violence and child abuse. The cultural, economic, and geographic conditions present in Indian Country can make identifying and responding to these crimes especially problematic.

Training sessions typically focus on program planning and implementation, skill-building for victim advocates, program outreach and coordination,

mentoring support, compliance with victims' laws, development and dissemination of resource materials, and multidisciplinary strategies for investigating and prosecuting cases. Some training is site specific while other training is offered through regional and national conferences. In addition to strengthening the service infrastructure within Indian Country, frequent training opportunities—particularly through conferences—also provide opportunities for state, federal, and tribal officials to present models for maximizing resources, and a forum for victim service providers who work outside Indian Country to learn about cultural differences and the unique needs of Indian Country victims.



CHAPTER 4

Programs Offer Support for Victims of International Trafficking

The U.S. Department of State estimates that between 14,500 and 17,500 people are trafficked into the United States each year for forced prostitution and labor. Whether trafficked into this country for forced prostitution or labor, victims are subjected to a wide range of human rights abuses. Traffickers lure victims—predominantly poor, unemployed, or underemployed women and children—with false promises of good jobs and better lives. They later exercise multiple forms of control to ensure that victims cannot seek help or escape their enslavement. Traffickers typically seize victims' legal documents; charge excessive fees for housing, food, and other basic needs; and force victims to work long hours with minimal or no pay and under brutal and inhuman conditions. Due to extreme social isolation, language barriers, and the fact that trafficking flourishes in markets that have a high demand for cheap, unskilled labor, victims are often below the radar screen and are virtually undetected in the communities in which they live and work. Victims and their families are also subject to threats by traffickers; physical, psychological, and sexual abuse; and starvation. Some examples of common enslavement situations include migrant farm work, sweat shop labor, domestic servitude, and forced begging.

OVC supports efforts by victim service providers to identify trafficking victims and help them rebuild their lives in the United States. This assistance is authorized by the Trafficking Victims Protection Reauthorization Act of 2003 (TVPRA) under an appropriation to the U.S. Department of Justice, and funded through OVC's Services for Trafficking Victims Discretionary Grant Program. Efforts funded under the auspices of this Act prevent trafficking overseas, protect victims and help them reestablish their lives, and prosecute traffickers under stiff federal penalties. Meanwhile, changes in TVPRA authorized additional monies to combat trafficking and renew the Federal Government's commitment to identifying and assisting victims. These changes also authorized victims to bring federal civil suits against traffickers for actual and punitive damages.

Under OVC's discretionary grant program, grantees help victims in the "precertification period," the period of time when victims have been removed by law enforcement or escaped from their abusive environments, but are not yet "certified" to receive other benefits through

HHS. TVPRA programs help grantees build a solid core of victim-centered services that provide assistance and advocacy for victims. Direct services available to victims include shelter/housing and sustenance; medical, dental, and mental health care; special services for child/juvenile victims; interpreter/translator services; criminal justice system-based victim advocacy; case management; legal services, including immigration advocacy and explanation of legal rights and protections; social services advocacy and explanation of benefit entitlements/availability; literacy education and/or job training; outreach services directed toward immigrant populations; and transportation.

Funding under this program also supports community collaboration building to improve efforts to identify and serve trafficking victims; training local law enforcement, social service providers, and the public on trafficking; and outreach to immigrant communities to engage their cooperation in identifying victims.

Community-Based Programs Meet the Immediate Needs of Victims

The needs of trafficking victims are overwhelmingly complex and profound. To meet the acute needs of victims, communities must join forces to expand their network of services and build new sources of support. Once free from enslavement, victims have a plethora of needs—medical and dental care, counseling, housing, financial help, language interpreting services and ESL instruction, immigration and legal advocacy, and job skills—that must be addressed.

OVC recognizes these needs and funds comprehensive service programs that meet the health, social, and legal needs of victims with funding appropriated under TVPRA. These programs offer victims a safe environment where they can begin to regain their health and sense of self. In addition, these programs also prepare victims for independence by ensuring access to ESL classes and job training. TVPRA-funded programs rely on collaboration and networking between community agencies to accomplish these goals.

Outreach Efforts Train First Responders and Raise Awareness

Although the welfare of trafficking victims is a priority, identifying victims is critical and remains a challenge. Victims are often afraid of law enforcement, and law enforcement officers often do not recognize trafficked persons as victims. Victims also face language and cultural barriers, threats against them or their families in their country of origin, social isolation, and intense scrutiny by their traffickers, which limit their ability to seek help independently.

OVC has taken a leadership role in supporting training and outreach efforts that raise awareness of trafficking and how first responders can better meet victims' needs. Since the first awards were presented in January 2003 and additional funding was made available in FYs 2003 and 2004, OVC has funded 21 grant projects to provide emergency and long-term services to trafficking victims and 1 project to provide technical assistance to OVC grantees who serve trafficking victims. From inception through December 2004, TVPRA-funded programs have served 557 trafficking victims and provided training and educational briefings to some 24,600 federal, state, and local law enforcement officers; attorneys; social service providers; advocates;



medical and mental health professionals; and community members. Training topics include the dynamics of trafficking, the legal definition of trafficking under TVPA, legal rights and services for victims, and cultural and linguistic considerations in serving victims.

OVC also played a key role in developing and administering a workshop on identifying and serving victims of human trafficking at the DOJ-sponsored “Human Trafficking Into the United States: Rescuing Women and Children” conference in July 2004, where President George W. Bush addressed more than 500 attendees. OVC’s workshop offered guidance on how to build multidisciplinary teams to uncover and investigate trafficking, use proactive law enforcement strategies to rescue victims, prosecute traffickers, and incorporate existing protocols into trafficking response models.

The increased level of awareness of the issue and victims’ needs enables law enforcement, victim service providers, and other allied professionals to respond quickly and appropriately when trafficking victims are identified. Enhanced inter-agency collaboration, both before and during an investigation, helps first responders create a coordinated timely response. This shortens the amount of time necessary to rescue trafficking victims, meet their immediate needs, provide them with needed services, and build a case against the traffickers.

Collaboration Addresses a Continuum of Needs

Since February 2004, OVC has worked closely with HHS, the U.S. Department of Homeland Security’s U.S. Immigration and Customs Enforcement, and several DOJ agencies, including the Civil Rights Division (Criminal Section), EOUSA, and the National Institute of Justice, to coordinate OVC’s grant program as well

Connecticut

Interagency Task Force on Trafficking in Persons is charged with investigating allegations of trafficking and evaluating the state’s progress in preventing trafficking, protecting and assisting victims, and prosecuting offenders.

Hawaii

Governor signs law creating new penalties for offering, selling, or booking so-called “sex tours, which encourage travel for purposes of prostitution and contribute to the trafficking of persons.

Missouri

Governor signs laws creating the crime of trafficking in stolen identities.

as a comprehensive response to human trafficking that includes instruction in how to treat victims appropriately. Collaborative activities have included preparing presentations about human trafficking for a national conference, administering a victim services coordination working group between HHS and DOJ, and supporting HHS in implementing its national public awareness campaign.

OVC is also collaborating with the Bureau of Justice Assistance (BJA) to create new human trafficking task forces or to supplement existing trafficking victim service providers with additional funds in areas where a BJA-funded task force already exists. This collaborative effort seeks to engage state and local law enforcement and victim service agencies in developing task forces to investigate, identify, and rescue victims of human trafficking.

Emergency and transitional housing for trafficking victims is a critical need, especially for victims of sex trafficking. In May 2004, with OVC funding, the Coalition to Abolish Slavery and

The Coalition to Abolish Slavery and Trafficking in Los Angeles opened the first-ever shelter dedicated to trafficking victims.

Trafficking in Los Angeles opened the first-ever shelter dedicated to trafficking victims. Clients at the shelter have access to a computer lab, job training, a legal clinic, and ESL courses, as well as access to weekly meetings and workshops.

Through its grant program, OVC will continue to increase the public's awareness and understanding that human trafficking is slavery and a fundamental violation of human rights.

Training and Technical Assistance Program Helps Grantees Get Started

When new types of victimization emerge, they require new methods of response—including new protocols, service models, documentation forms, and work relationships.

To help agencies in these areas, OVC has funded Safe Horizon, a nonprofit agency in New York City, to provide training and technical assistance for OVC grantees that serve trafficking victims. “Our job is to be the neutral party that knows what’s available and what works, and that can point grantees to the information they need, says Florrie Burke, Senior Director of the agency’s Anti-Trafficking and SOLACE Program for Survivors of Torture and Refugee Trauma.

The assistance offered through Safe Horizon takes many forms, including one-on-one telephone calls, referrals to other grantees or resources, monthly conference calls with multiple grantees, workshops and training sessions, site visits, mentoring programs, and case consultation. Specific needs vary according to the type of agency and program, but requests have covered safety planning, service delivery, capacity building, case management, advocacy, and working with the legal system.

“For example, a program may say, ‘We don’t know how to do an intake or assessment. So we’ll send them sample forms, says Burke. “If we can’t answer someone’s request, we will find people who can and put them in contact with each other. This type of approach is particularly helpful for new programs because it helps prevent them from “reinventing the wheel. Recently, Burke explained to a new grantee how his agency could adapt protocols developed by others instead of creating its own from scratch.

“He found that to be tremendously helpful, she says.

Of all the topics addressed by Safe Horizon, collaborating with law enforcement and other criminal justice officials has been of particular interest—most likely because of the integral role that law enforcement plays in trafficking cases. Burke encourages all grantee agencies that host training sessions to invite local and federal law enforcement officials.

“We make [training sessions] multidisciplinary because that’s how you have to work the case. Victims can’t get rights and benefits without law enforcement signoff, she says.

Safe Horizon is adapting to the already changing needs of the new field. It has developed a mentoring manual to match new and established grantees, and is creating protocols for responding to the media and working with prosecutors when they request that victims’ families be brought to the United States for support.



CHAPTER 5

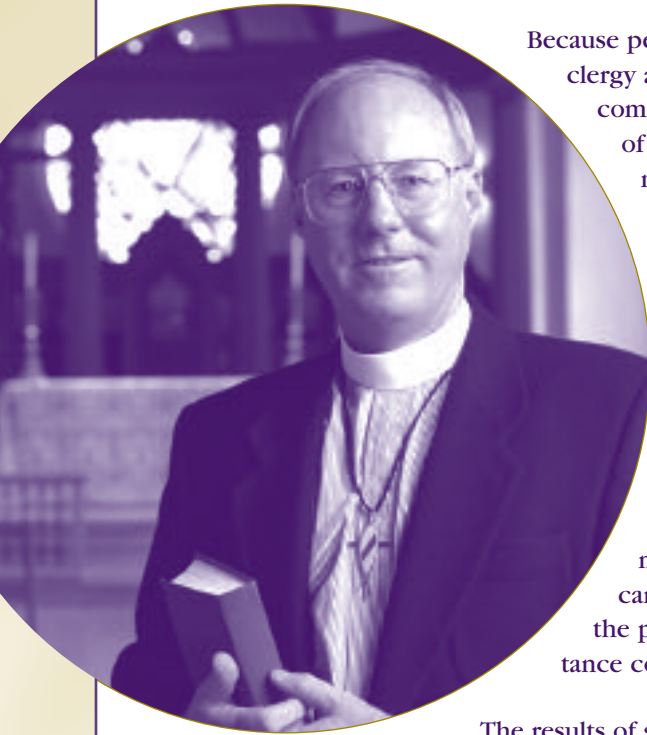
Collaboration With the Faith Community Expands Victim Services

OVC has a long history of helping the faith community respond to the needs of crime victims. Since 1982, when President Ronald W. Reagan's Task Force on Victims of Crime first identified the religious community as a vital and largely untapped source of support for victims, OVC has supported projects that bring together the faith-based and victim assistance communities. In the late 1980s, OVC funded training on the needs of crime victims for parish clergy and hospital chaplains in high-crime areas. In the late 1990s, it funded outreach and educational efforts between the Denver Seminary and the victim services community. Post-September 11, OVC funded the Law Enforcement Chaplaincy in Sacramento, California, to provide crisis counseling for victims and family members affected by the attacks. In 2002, OVC began its Helping Outreach Programs to Expand (HOPE) Grant Program, making outreach funds available to faith-based victim organizations and coalitions that lack access to other funding streams.

Throughout the FY 2003–2004 reporting period, OVC continued to support the faith community by providing funding and administrative support for initiatives that enhance victim outreach, training and education for faith leaders, response protocols, and partnerships between faith-based service providers and law enforcement. Twenty-eight programs in 21 states received OVC assistance, and 32 more programs received funding through the HOPE grant program.

Many of the programs were funded through OVC's new Faith-Based or Community Organizations and Victim Services Discretionary Mini-Grant Program, which significantly expanded OVC's capacity to engage the faith community. Launched in FY 2004, the program awards grants to community and faith-based organizations located in Weed and Seed communities and other areas with high rates of violent crime. These funds are used to improve outreach efforts and existing victim assistance programs, and to promote coalition building between the faith and victim assistance communities.

Faith-Based Resources Add Value to the Victim Service Field



Because people frequently turn to clergy and religious leaders for comfort and guidance in times of crisis—such as the aftermath of victimization—the faith and victim assistance communities are natural partners. OVC's support of this partnership helps bridge the gap between where people may seek support or confide in someone that they have been victimized (the faith community), and where they can receive help to address the problem (the victim assistance community).

The results of such a partnership can significantly improve the experience of victims who turn to religious leaders for assistance. For example, a clergyperson who is knowledgeable about victim resources is better able to make appropriate, informed referrals. As a result, immigrant, non-English-speaking, and other underserved victims are more likely to find the information and assistance they need.

OVC-Funded Initiatives Emphasize Training and Outreach for Faith Community

Awareness of victim issues and resources is essential in building relationships between faith communities and victim assistance providers. Although most clergy and religious leaders are skilled

counselors, not all of them are fully aware of the different types of victimization or the impact that victimization can have on a person's life.

OVC is addressing this by supporting a number of initiatives that educate and train clergy in victim issues, responses to victims, and assistance resources. OVC recently awarded funds to the Children's Hospital of Wisconsin to support a day-long training session for Milwaukee faith-based organizations on victim service delivery practices, victim compensation, and intervention and advocacy resources. In Virginia, Citizens Against Sexual Assault of Harrisonburg and Rockingham County is training faith leaders on how to respond to sexual abuse. These efforts increase the likelihood that clergy will be able to identify victims and refer them to appropriate resources.

The Clergy Against Senior Exploitation Partnership—for which OVC provides administrative support—has shown that this type of collaboration works. An FY 2004 evaluation of the Denver, Colorado-based program found that clergy and religious leaders who participated in the program's training on elder financial abuse significantly improved their understanding of the issues involved and the appropriate intervention strategies. Before the training, only 7 percent of local clergy and other leaders were aware of the elder fraud problem; after the training, 70 percent reported being well-informed.

Other initiatives are focusing on raising awareness of victims' issues and resources among faith congregations and the larger faith community membership, particularly in immigrant and non-English speaking communities. More than 15 programs feature public outreach activities coordinated through partnerships

OVC is addressing this by supporting a number of initiatives that educate and train clergy in victim issues, responses to victims, and assistance resources.

with faith-based organizations. These projects include educational videotapes directed toward battered immigrant women, translation of brochures and booklets into other languages, presentations, Web sites, and public service announcements.

Programs Increase Access to Services

With support from OVC, faith-based organizations have also expanded the number of services available to victims and the number of ways to access them. Some organizations, such as the Alpha and Omega Metaphysical Church of Faith in Winston-Salem, North Carolina, are partnering with victim assistance providers to establish assistance and information centers within area churches, mosques, and temples, or to develop service directories and referral networks.

Efforts such as these are extremely valuable not only because they increase the

Illinois

Governor creates a task force to protect children from the effects of violent and sexually explicit video games. The task force will collect information about the impact of violent and sexually explicit video games on children, inform the governor of parents' concerns, and make recommendations about how to educate the public about this issue. The task force consists of parents, clergy, community leaders, teachers, child advocates, and medical experts.

scope and reach of services available, but also because they provide additional points of entry into the victim assistance network. Victims who are reluctant to seek help directly from a provider—for example, a domestic violence victim who fears going to the police or to a shelter, or who simply doesn't know how to address her problem—may instead find information and referrals in the familiar and trusted environment of her faith community.

Grant Program Lends HOPE to Domestic Violence Victims

Little things mean a lot. This sentiment—which lay at the heart of the Helping Outreach Programs to Expand Grant Program—could not be more true than at the Time To Fly Foundation, a faith-based organization dedicated to helping women and children overcome the effects of domestic violence.

The Washington, D.C.-area group offers a three-step program that teaches women in abusive environments about healthy relationships, communication, and boundaries, as well as day-to-day survival skills, such as financial planning and nutrition. The program also teaches similar principles to children, who often accompany their mothers to the instructional sessions.

“We give women practical tools for getting their lives back on track, whether they [are victims of] physical, sexual, emotional, or psychological abuse, says founder and President Michele R. Jones. “And while the moms are learning at their level, children are learning similar principles at their level so everyone can go home and address the issues together.

Since Time To Fly was established in 2001, it has relied primarily on referrals from shelters, area churches, women’s centers, area police departments, and past participants to build awareness of its services. This began to evolve in late 2003 and early 2004.

Using an OVC HOPE grant of \$5,000, Time To Fly significantly increased the number of women and children it was able to serve, the level of training for its volunteers, and the number of resources used for outreach activities. The grant’s impact was especially important because the organization relies on volunteers to staff its programs.

“We know the demand [for our program] is out there, but the big thing is having the resources to provide the education and training. This helped us solidify the infrastructure, says Jones.

In addition to strengthening the program internally, the growing number of participants also means that word-of-mouth exposure will increase. “Volunteers are your best promoters, says Jones. “They know what worked for them, and they share it with someone else.

Using an OVC HOPE grant of \$5,000, Time To Fly significantly increased the number of women and children it was able to serve.



CHAPTER 6

Victim Assistance Strategies Meet the New Needs of Terrorism Victims

The September 11, 2001, terrorist attacks had a profound effect on the victim service community—one that forced providers to look at terrorism, and their responses to it, in new ways. The unprecedented level of victim need overwhelmed established emergency response plans and protocols. State compensation programs struggled to determine who was eligible for payments and to process claims, and few service providers felt adequately prepared to deal with the number of people afflicted by grief and posttraumatic stress disorder.

In FYs 2003 and 2004, OVC supported a number of initiatives to better organize local, state, and national victim resources, and to establish protocols for responding to possible attacks in the future. This “be prepared” approach emphasizes collaborative strategies that improve the capacity of first responders and service providers to assist victims efficiently and effectively.

Meeting Identifies Promising Practices, Recommends Improvements

The September 11 attacks pushed victim services to previously unseen limits. In addition to exposing logistical weaknesses in emergency response plans, they revealed a tremendous need for resources that address the massive emotional and psychological trauma caused by terrorism or mass violence.

In December 2003, OVC began documenting the frontline experiences of states and nonprofit organizations that received emergency funding to address the immediate and long-term needs of September 11 victims. The group of state VOCA administrators began by identifying specific practices that were helpful to victims and that could be easily incorporated into response protocols at the local, state, and federal levels—for example, professional and volunteer alliances, hotlines, helplines, family assistance centers, mental health counseling, support groups, and community healing rituals. The group then continued by highlighting problems and shortcomings in the existing system and recommending improvements.

New Strategies for Assisting Victims

The information gathered from September 11 grantees has influenced a number of OVC initiatives that provide victims with information and services immediately following a terrorist incident. Most efforts have focused on making different types of services available in one place,

such as through a database or a family assistance center established near the scene of an incident. This service strategy significantly improves the victim experience by allowing them to address multiple needs at one time, in an environment where everyone is affected by the same tragedy.

OVC has also established a database that would store the names and contact information of victims of terrorism abroad who may be eligible for assistance through the agency's

International Terrorism Victim Expense Reimbursement Program (ITVERP). OVC is also pursuing the development of case management software that would more efficiently notify victims of their eligibility for benefits and expedite the processing of claims.

Preparation and Coordination Are Keys to Faster, More Effective Mobilization

Because the emotional and psychological effects of September 11 were so far reaching, OVC has continued its efforts to develop subject-specific training for victim assistance providers and other allied professionals to whom victims look for comfort and guidance following a tragedy (e.g., clergy, mental health providers, and other faith-based counselors). It is anticipated that the comprehensive course developed in collaboration with HHS will improve these professionals' ability to help victims cope with their losses, as well as the professionals' ability to cope with the demands of their work in such extreme situations.

Other OVC activities have addressed gaps in the overall response structure; for example, OVC and the Federal Emergency Management Agency (FEMA) are in the process of formalizing their respective roles in a memorandum of understanding, and OVC has provided language for the National Response Plan describing the type of assistance it offers to victims in the wake of emergencies, disasters, terrorism, or mass violence. OVC has also refined its own internal



Remembering Pan Am 73

On September 5, 1986, Zaid Safarini, of Jordan, and three other men dressed as armed airport security guards boarded Pan Am Flight 73 during a stop in Karachi, Pakistan. Once onboard, they used their automatic weapons to take control of the aircraft. The ensuing 16-hour siege left 21 people dead, including 2 American citizens, and scores of injuries. Many of the surviving passengers and families of those killed were able to watch a federal court judge sentence Safarini to 160 years in U.S. prison on May 13, 2004.

protocol for responding to terrorism and mass casualty crimes. The new procedures clarify the steps to be taken by OVC management and staff upon notice of a criminal disaster or terrorist attack, including coordination responsibilities with other federal agencies, states, and emergency relief organizations.

Assisting Victims of Terrorism Outside the United States

In addition to the efforts made to address domestic terrorism, OVC continued throughout FYs 2003 and 2004 to support services for U.S. citizens who become victims of terrorism outside the United States. This support, which is authorized by the Victims of Trafficking and Violence Protection Act of 2000 (Public Law 106-386), allows OVC to reimburse and provide emergency financial assistance to victims for expenses associated with their victimization, and to assist victims with other needs such as travel and transportation, crisis counseling, and advocacy support.

Because OVC believes strongly in a victim's right to participate in the trial of his or her attacker—and the restorative power of that action—at the request of the U.S. Attorney, OVC helped pay the travel expenses of more than 60 victims and families who attended the Washington, D.C., sentencing of the lead hijacker, Zaid Safarini, in the 1986 hijacking of Pan Am Flight 73. This marked the first time that the victims, their families, and next of kin had the opportunity to participate in a U.S. trial of one of the men responsible for this crime; and it was also important for victims to feel a sense of justice.

OVC is also overseeing the development of new print resources to help victims navigate compensation and assistance programs in other countries. A new edition of the *International Crime Victim Compensation Program Directory*, jointly compiled in FY 2004 by OVC and the U.S. Department of State, will give victim advocates a guide for advising victims if the country where they were victimized offers a program that may reimburse them for their losses.

OVC continued throughout FYs 2003 and 2004 to support services for U.S. citizens who become victims of terrorism outside the United States.

Centralized Case Management Helps Victims Find Their Way

One of the most comforting things in the middle of tragedy is knowing where to turn for support and guidance. For victims of the September 11 terrorist attacks, one of those places was the PA Sept 11 Victim Assistance Program.

The centralized case management system used by the program—which is supported by OVC funds and administered by the Network of Victim Assistance (NOVA) for Bucks County, Pennsylvania—has emerged as a promising practice for dealing with large-scale victimization.

Lori Sywenski, Victim Services Manager at the Pennsylvania Commission on Crime and Delinquency, says the system assigns a dedicated case manager to each victim family, and that case manager becomes the family's first point of contact throughout the assistance process. The management services included an initial home visit with the family to organize essential documents like birth and death certificates, insurance policies, and other legal papers, posttraumatic stress disorder assessments, referrals to counselors or other outside help, assistance completing paperwork and navigating the federal compensation process, and accompaniment to case-related events such as unemployment hearings.

“A lot of unemployment or disability hearings in New York State were held in Harlem, and people were having a hard time getting public transportation to the hearing site because they weren't familiar with New York City, she says. “Our managers would accompany them and help them find their way and provide emotional support throughout the process.

One of the biggest advantages of centralized case management is that it avoids what Sywenski calls “service splintering. In instances such as September 11, when many agencies offer services to many victims, it's easy for victims to become disoriented among the varying programs and acronyms, and not be aware of a critical service or benefit. As a result, victims have difficulty choosing which agency can help them, and some victims give up on finding help at all.

By contrast, the PA Sept 11 Program allowed victims to contact their case manager for help that fit their needs. “We knew where to refer them, and there was no guessing whether or not they were being served, she says. “People started to trust the program. What we found was that after a year or two, people stopped opening mail from agencies they didn't recognize unless the September 11 agency gave those groups its approval.

The project continues to be a vital source of support for victims of the tragedy. Many victims now have children becoming eligible for tuition assistance and the case management assistance related to those benefits.



CHAPTER 7

Meeting the Needs of Priority Victims

Sexual violence against women, men, and children—whether in the form of sexual assault, domestic violence, or child sexual abuse—remains a very pervasive crime in our country. The consequences of this intensely personal violation are sometimes unimaginable and often horrific. The physical and emotional pain victims experience can last a lifetime.

OVC continues to examine the scope and impact of sexual violence, and has recommended ways to improve the responses of law enforcement, criminal justice professionals, and the community to offenses that, at one time, were never discussed. Over the past several years, OVC has made training, education, and assistance programs related to sexual assault and domestic violence high priorities as the demand for services and funding limitations under VAWA necessitated leadership.

Throughout FYs 2003 and 2004, OVC continued to enhance services to victims by funding programs that address intervention and response. They targeted all victims and shared a common goal: enhancing the quality of and access to services.

Training and Education Focus on Appropriate Response

Sexual violence has a profound effect on victims. Often, victims blame themselves for their victimization and suffer from overwhelming feelings of shame, guilt, fear, and powerlessness. To cope, they withdraw and may become reluctant to talk about the victimization or seek help.

Victim advocates and other first responders (e.g., forensic nurses, law enforcement officers, prosecutors, and clergy members) can greatly improve the experience of victims by treating them with respect and compassion. A judgmental attitude often results in further trauma for the victim—affecting not only a victim's ability to cope with the situation, but quite possibly an attorney's ability to prosecute the attacker.

OVC's FY 2003 and 2004 training and education efforts expanded the number of resources available to help advocates and first responders approach and assist victims, especially in traditionally underserved

rural, remote, tribal, military, and campus communities. These efforts enabled first responders to more easily identify the potential needs of victims and refer them to appropriate resources.

The President's Initiative on DNA

In FY 2004, President Bush proposed a 5-year, more than \$1 billion initiative to improve the use of DNA in the criminal justice system—especially in federal, state, and local forensic laboratories—by providing funding, training, and assistance to ensure that DNA technology reaches its full potential to solve crimes. DNA technology is increasingly vital to ensuring accuracy and fairness in the criminal justice system. DNA can be used to convict offenders and exonerate persons mistakenly accused or convicted of crimes. It can also be used in missing persons cases and to identify human remains. A goal of the President's initiative is to develop training for and provide assistance in the collection and use of DNA evidence to various criminal justice professionals. In response to this initiative, OVC continues to fine-tune training and develop programs that highlight DNA evidence as a powerful tool.

Sexual Assault Response Team National Training Conferences

Since FY 2000, OVC has supported a collaborative and multidisciplinary approach to training Sexual Assault Response Team (SART) professionals who provide victims of sexual crimes with victim-centered care throughout

the criminal justice process. Before the First National SART Training Conference in 2001, opportunities did not exist for first responders to co-train and enhance their capacity to create an effective, coordinated interdisciplinary response to victims. The purpose of the conference is to improve coordinated services for victims by facilitating Sexual Assault Nurse Examiner (SANE) and SART program development, strengthening multidisciplinary team building, and enhancing victim care and criminal prosecution.

With OVC funding, the Minneapolis-based Sexual Assault Resource Service (SARS) administers this biennial conference for SART professionals. The conference features experts who offer state-of-the-art, evidence-based training on sexual assault for practitioners in medicine, forensic nursing, crime labs, law enforcement, prosecution, and victim advocacy, as well as cutting-edge information on DNA. In FY 2003, almost 800 SART members attended the second SART conference in New Orleans, Louisiana.

In FY 2004, planning began for the third national SART conference in June 2005 in San Francisco, California. Participants received information on the impact of sexual assault and victim treatment needs, evidence collection, and the investigation and prosecution of sexual assault cases. Two highlights were presentations made by Rebecca Turner Gonzales, a victim advocate and wife of the U.S. Attorney General, and Marilyn Van Derbur, a former Miss America and incest survivor. Ms. Gonzales spoke of her commitment to victims' rights and issues, and reiterated the Attorney General's strong focus on victim issues. Ms. Van Derbur told of how she was sexually violated by her father from age 5 to 18 and her journey to healing. She was 53 before she was able to say "I am an incest survivor" in public. Special issues addressed included sex trafficking, drug-facilitated sexual



assault, the Sexual Assault Forensic Exam protocol, and the faith community's role. About 1,000 practitioners attended the conference; scholarships were awarded to 72 members from 18 SART teams and 52 law enforcement personnel.

DNA Evidence Training and Technical Assistance Project and Video

With additional grant funding from OVC, SARS has also developed and pilot tested state-of-the-art training and technical assistance for law enforcement officers and other first responders on the collection and use of DNA evidence in sexual assault cases as part of the First Responders DNA Evidence Training and Technical Assistance Project. The grantee trained 25 law enforcement officers at a train-the-trainers session in February 2004 and pilot tested the training for 48 law enforcement officers in May 2004. OVC anticipates disseminating the curriculum nationwide in FY 2005.

Beginning in FY 2003, OVC funded the production of an educational video, *DNA Evidence: Critical Issues for Those Who Serve Crime Victims*, for victim service providers. The video focuses on how the use of DNA affects victims and their loved ones. OVC plans to release the video and accompanying discussion guide during FY 2005.

Promising Practices

During the biennium, OVC also actively supported efforts to further define promising practices for victims of sexual violence. Determining how SARTs should interview a victim about an assault is of particular interest because SARTs are expanding rapidly nationwide, and because various interview techniques have different effects on both the victim's level of stress and the court's ability to convict the perpetrator. The results of

the program will provide recommendations that will contribute to a victim's recovery and to prosecuting the attacker.

In addition, OVC advised the U.S. Department of Defense (DoD) on various issues identified in its *Task Force Report on Care for Victims of Sexual Assault*, including military definitions of sexual assault and sexual harassment, privacy and confidentiality guidelines, responding to victims in remote and operational areas, jurisdiction protocols for crimes committed by a citizen of one nation against a citizen of another nation, and

Hawaii

Governor signs bill requiring employers with 50 or more employees to allow a victim of domestic violence, sexual assault, or stalking to take up to 30 days of unpaid leave to obtain victim services, relocate, seek medical attention, seek psychological or other counseling, or participate in any civil or legal proceeding related to the crime.

Illinois

Governor signs victim-related bills aimed at maximizing the use of DNA evidence and technology to solve crime and guaranteeing victims of violent crime the right to present impact statements during an offender's sentencing in cases in which the offender has accepted a plea agreement.

New York

Governor signs legislation protecting the confidentiality of civil court participants, including domestic violence victims who would be at risk if their personal information were revealed during court proceedings.

Pennsylvania

Governor signs legislation establishing an address confidentiality program for victims of domestic violence, stalking, and sexual assault who fear future violent acts by their perpetrators.

Sexual Abuse Training Delivers Forensic Know-How

Aside from the absolute need to be heard and believed, sexual assault victims want their assailants caught and prosecuted, according to Linda Ledray of the Minneapolis Medical Research Foundation's Sexual Assault Resource Service (SARS).

That attitude is leading more victims to seek medical treatment for the purpose of collecting forensic evidence, and to report the crime to law enforcement. However, many law enforcement agencies—especially in less populated areas where departments consist of just two or three officers—still lack expertise in collecting and using DNA evidence in sexual assault cases.

With OVC funding, Ledray and SARS created a training program for law enforcement that meets this need. The program invited 25 law enforcement officers from geographically diverse areas of the Nation for training about DNA evidence—how to collect it, what it means, and what it doesn't.

“For example, the training instructed officers about what types of evidence at a crime scene could potentially contain DNA of the assailant—an open can of soda, a cigarette butt, a baseball cap—and how to go about collecting it, says Ledray. “It was also interactive. We would set up a crime scene and show them how they could unknowingly contaminate it.

The project also addresses how law enforcement officers can work more effectively with nurses who staff hospital emergency rooms and other medical facilities where assault victims seek help. Ledray cites wide variances in how information and evidence is provided to law enforcement and the uncertainty among law enforcement that they're leaving the treatment facility with all of the evidence they need to fully investigate the case.

“We're telling [law enforcement officers] what they have a right to in the emergency room, and that they don't need to get a subpoena to [comply with new privacy laws], she says.

The DNA evidence training program uses the train-the-trainer model. Each officer who participated in the training is expected to complete a minimum of five of his or her own sessions. Special emphasis is being given to training officers who are part of existing training programs and who can add the topic to their course offerings.

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communication about the handling of complaints. This, too, is an especially important topic given the growing number of women in the Nation's armed forces and service academies.

In other news, OVC, DOJ, and the Office on Violence Against Women (OVW) are working closely with the U.S. Department of Housing and Urban Development (HUD) on its Homeless Management Information Strategies (HMIS) database. HMIS collects, tracks, and shares identifiable data about individuals, including victims of domestic violence, who use services for homeless people, such as shelters, food pantries, and transitional housing programs. Specifically, OVC is focusing on how to protect a victim's right to privacy and confidentiality and, at the same time, not deter victims from seeking assistance.

Intervention Programs Aim To Stop Violence Before It Starts

OVC also supported initiatives that focused on intervention and education programs in FYs 2003 and 2004. Because children who grow up in abusive households often become involved in dysfunctional relationships, either as victims or as abusers, it is important to reach out to young people before they fall into abusive patterns. In addition, it is essential for youth who have been victimized to receive accurate information and resources. To that end, OVC supported a number of training and awareness projects.

In FY 2004, OVC funded the National Crime Prevention Council to implement a project to raise awareness about youth victimization and improve the quality

and accessibility of services available to teen victims. During the project's first year, 20 youth-led sites were selected to develop public awareness campaigns on different issues concerning youth victimization. The campaigns undertook various projects and activities, including 25 workshops and assemblies, 15 radio and 5 video public service announcements, 12 poster designs, 11 brochures, and 3 Web sites. The grantee is also producing a guidebook for service providers on improving access and services to victims. The project focuses on improving adolescents' understanding of various types of victimization, such as dating violence and sexual assault, and helping them find support in their community.

The Family Violence Project in Santa Ana, California, meanwhile, has developed conferences that teach high school students about appropriate communication and healthy dating relationships, and train school personnel about the dynamics of child sexual abuse and domestic violence, the impact the crimes have on youth, and mandatory reporting responsibilities. The program is critical because it targets youth while they are still learning how to form and sustain relationships.

Programs Break Down Barriers to Service

A key issue in meeting victims' needs is making services available and easily accessible. Although many victims realize they need help, they do not always



I came to Safe Harbor after calling quite a few times [about] my bad marriage. One Monday morning at 5:30 a.m., my husband was snoring away and I knew it was my time to leave. After 2 years of an abusive marriage with beatings, verbal abuse, and sexual abuse, I threw a few things in my vehicle and headed for Safe Harbor. When I arrived, a woman came out and told me I was safe now. It was a really good feeling to know I was safe, and no one was going to hurt me. I felt more and more comfort from the excellent staff as each day passed. The shelter coordinator is not someone I will forget.

—A victim who found refuge at Safe Harbor in Aberdeen, South Dakota

perceive it as something they can take advantage of.

In FYs 2003 and 2004, OVC supported numerous initiatives focused on breaking down the cultural, emotional, and logistical barriers that prevent victims

from seeking help. Several programs, such as multilingual helplines and efforts to identify issues in immigrant communities, made it easier for victims outside the mainstream to access services, while other programs helped victims meet their basic needs for shelter and safety. OVC also funded programs that take a service directly to victims, rather than waiting for victims to seek it out. Examples include mobile SANE units for victims in rural areas, and advocates who ride with police to the scene of domestic violence or sexual assault calls.

Taking additional steps to make services more accessible can reduce the feelings of vulnerability, fear, and sense of risk that victims often experience when seeking help. As a result, the likelihood that they will take advantage of the services increases greatly.



CHAPTER 8

Strategies Address Growing Impact of Identity Theft

Imagine reaching for your wallet and realizing that it's missing—along with your credit cards, bank cards, driver's license, and other personal information. Then imagine spending the time not only to replace the lost items, but also to clear fraudulent charges to your credit cards, close accounts opened in your name, reinstate cancelled insurance, and repair your credit report. Finally, when you think the problems have been resolved, imagine learning that you are the subject of a criminal investigation because someone used your name to commit a crime.

Those are just some of the problems that affect victims of identity theft, one of the fastest growing crimes in the Nation. According to the Federal Trade Commission's Consumer Sentinel Database, which tracks trends in consumer fraud, identity theft accounted for 42 percent of all consumer complaints in 2003, and affected more than 300,000 people. It is estimated to have affected more than 27 million people over the past 5 years.

OVC recognizes identity theft as an emerging topic of urgent concern not just to victims, but also to businesses, financial institutions, and government agencies that must devote resources to investigating and prosecuting identity theft cases. In FYs 2003 and 2004, OVC identified specific opportunities for developing and advancing services for identity theft victims. These include supporting prevention activities in the financial and commercial industries and increasing detection and prosecution of the crime through information sharing among local, state, and federal agencies.

Education Programs Raise Awareness, Target High-Risk Groups

Because identity theft is a relatively new crime, one of the biggest problems among victims is an overwhelming feeling of frustration. They often sense that no one truly understands what is happening to them, and that no one believes the problems facing them are particularly complex. Even among law enforcement, victims perceive

Initiatives like these help victims by giving credence to the problems they experience and law enforcement officers by giving them resources to offer victims.

a reluctance to take identity theft reports and are stymied by law enforcement's seeming inability to resolve cases. The result is that victims—who are responsible for repairing the damage caused by identity thieves—are offered little direction and support, and become increasingly upset during the process of reestablishing their name.

To raise awareness of these issues, OVC is supporting outreach efforts to educate law enforcement, district attorneys, consumer protection officials, government agencies, and other victim advocates about a number of identity theft-related issues. These include where and how fraudulent and deceptive practices occur, how identity theft affects victims, and where consumer fraud resources are available.

Additional targeted efforts have been made to reach groups that are particularly vulnerable to identity theft, and to help them formulate strategies for addressing their unique needs. Participants in the FY 2004 Hispanic Outreach Forum and Law Enforcement Workshop that was hosted by the Federal Trade Commission with funding support from OVC, for example, were able to recommend ways to coordinate and prioritize enforcement efforts after identifying some specific frauds targeted at Hispanic consumers. They also suggested strategies for overcoming barriers that prevent victims from reporting the crime and for making Hispanic consumers aware of identity theft resources.

The more law enforcement officers and others who are in a position to respond to identity theft victims know about the crime, the better equipped they are to offer guidance and support to victims. Initiatives like these help victims by giving credence to the problems they experience and law enforcement officers by giving them resources to offer victims. As a result, victims can begin to restore their identity from a more supportive and better informed position.

Michigan

Legislature approves multiple protections for identity theft victims, including the creation of an Identity Theft Advisory Board to study case data, expansion of the jurisdictions in which offenders can be prosecuted, easier reporting, and protection of Social Security numbers from unnecessary disclosure.

Missouri

Governor signs laws providing rights to identity theft victims and strengthening penalties for identity theft.

Utah

Law enforcement officials announce the creation of the Identity Theft Task Force, a multiagency effort to coordinate investigations and prosecutions of identity theft cases.

Vermont

Governor signs bill protecting identity theft victims by allowing them to request that a notice be placed in their credit report to prevent further damage to their credit history.

Passport Program Helps Victims Through Fallout

Other initiatives have focused on a wider range of victims and on simplifying the process of reporting the crime and resolving theft-related problems. Victims can spend months—sometimes years—rectifying financial and legal problems created by an identity thief. These may include being denied loans, jobs, or insurance because of a damaged credit history, being named party to civil lawsuits resulting from the negligent use of personal property (frequently vehicles) acquired in the victim's name, or being held accountable for crimes that offenders commit while using the victim's name.

In FY 2004, OVC announced funding for a demonstration program that will address several of the problems often reported by identity theft victims. Under the “verification/passport strategy” in Ohio, victims who report the crime to law enforcement will have their information entered into a statewide database that will automatically forward it to the department of motor vehicles and other agencies in a position to minimize additional fraud (additional fraud can be minimized by scrutinizing activity associated with the victim’s name or other identifying information in places where identity thieves would likely use it, such as obtaining driver’s licenses or vehicle registrations). Victims also will receive official documentation of their loss to present to law enforcement and creditors when disputing false or fraudulent

charges, as well as references and referrals to victim resources.

It is expected that the demonstration program will significantly ease one of the biggest problems facing identity theft victims: proving that they have, in fact, been victimized. This is an especially important need given that victims often must conduct their own investigations and handle clearing their good name and credit.



Ohio Passport Program Helps Identity Theft Victims

For victims of identity theft, it's not just the loan denials and fraudulent credit card charges that cause an inconvenience. Sometimes it's being arrested for something they didn't do.

The problem is a legitimate concern for victims according to Ohio Deputy Attorney General Alice Robinson-Bond, who works in Ohio's Crime Victim Services Division. Once victims have been confronted by law enforcement, the challenge becomes proving they're not really the person on the Most Wanted list.

In FY 2004, OVC began funding the Identity Theft Verification Passport Program, an Ohio-based demonstration project that provides identity theft victims with a tool to do just that. Victims become part of the program when they report the crime to law enforcement. While the officer takes the police report, he or she also logs onto a secure Web portal connected to the state attorney general's office. Special software enables the data captured for the report to be simultaneously filed with the state.

The program also captures information unique to the victim, including a digital photo, a thumb print, and a biometric signature (i.e., an electronic signature that measures the height, width, and depth of a signature, as well as the amount of time needed to sign it). This information, along with an electronic copy of the police report, is kept on file and is accessible to law enforcement through the Web portal at any time. In return, victims are issued a wallet-size card certifying them as victims of identity theft. So, if an individual later encounters a problem, he or she can present the card to verify his or her identity. Likewise, law enforcement officers can access the report data to verify the card's authenticity.

Gathering the extra identifiers requires Web cams and signature pads, and takes the recording officer only about 10 extra minutes. Extra steps in the process are added, but not intrusive or intimidating ones.

"We're not changing how [law enforcement] investigate[s] a case. This is not an investigation project. This is a victim rehabilitation project," says Robinson-Bond.

Robinson-Bond says the initiative helps both victims and law enforcement officers. For victims, she says, "it helps them on the back end [of the crime] if they're questioned. It also helps law enforcement by giving them a toll free number (1-888-MY-ID-4-ME), a victim assistance packet, and somewhere to direct victims who ask what they should do next.

"[Law enforcement often is] not set up to assist in identity theft cases, but they're still expected by victims to help them get through the aftermath," she says. "With this program, we have staff that law enforcement can direct victims to, and we help them through the process of contacting credit bureaus.



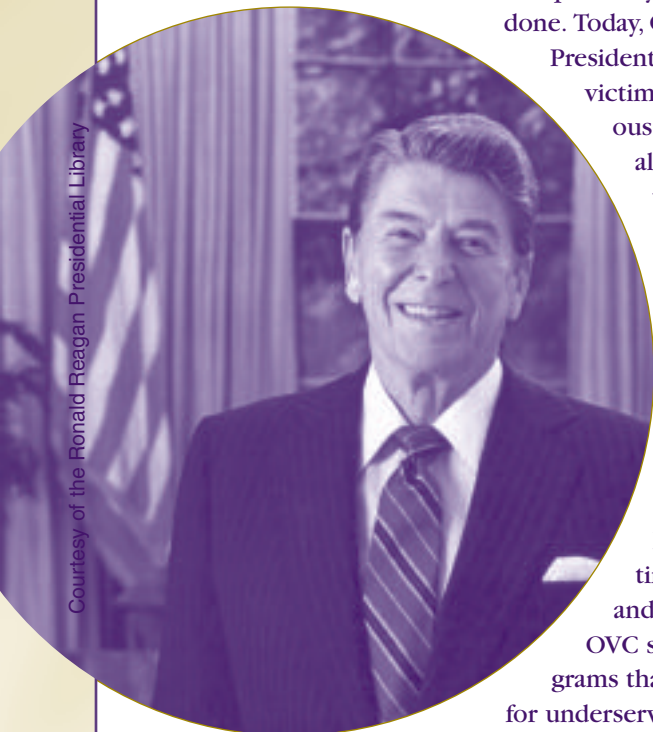
CHAPTER 9

Victims' Rights and Services Continue the Reagan Legacy

The passing of President Ronald W. Reagan in June 2004 was a significant event for the victim assistance community, as President Reagan gave the field its voice and laid the foundation for today's efforts to fund services and improve rights for crime victims. His efforts to recognize victims' rights began in 1981, when he called for the first national observance of victims and survivors of crime. Those efforts progressed in 1982, when his President's Task Force on Victims of Crime issued recommendations for improving how victims of crime were treated, and culminated in 1984 with the passage of the Victims of Crime Act (VOCA), which formally established the Office for Victims of Crime (OVC) within the U.S. Department of Justice (DOJ) and created the Crime Victims Fund. Throughout his presidency, Reagan also championed victim-oriented legislation focused on victim and witness protection, exploited children, and family violence, and oversaw the creation of other longstanding observances such as National Crime Prevention Week, National Crime Victims' Rights Week (NCVRW), the Attorney General's Task Force on Family Violence, and the Child Safety Partnership.

Each year, OVC supports NCVRW, a weeklong observance that brings together assistance providers, criminal justice officials, allied professionals, and community members nationwide to honor victims of crime and those who serve them, and educate the public about victims' rights and issues. The event's growth over the past 25 years has played a key role in raising awareness about victims' issues, and inspires many similar tributes at the local and state levels, such as candlelight vigils, conferences, rallies, receptions, and educational events. In addition, NCVRW serves as an important emotional benchmark for participants and practitioners in the field who, in reflecting on past accomplishments and losses, renew their commitment to advancing victims' rights.

Collectively, these efforts provided a vital policy perspective on the victims' rights and services field and provided victim advocates with a platform to raise public awareness. But more fundamentally, they offered victims assistance and respect, and made them visible in a criminal justice system that, until then, had paid them little attention.



Current Initiatives Continue the Legacy

Though much has been accomplished in the past 20 years, much remains to be done. Today, OVC continues to honor President Reagan's commitment to victims' rights by funding various programs that support all types of victims across the Nation.

New types of victimization emerge each year, each with unique issues. OVC works diligently to identify these areas, educate service providers about the relevant issues, and help them address victims' needs. In FYs 2003 and 2004, for example,

OVC supported several programs that established resources for underserved and emerging victim populations such as victims with disabilities and elderly victims. Other programs enhanced services for victims in urban high-crime neighborhoods, rural areas, and Indian Country. In all, OVC-supported initiatives focused on strengthening the victims' rights infrastructure, developing promising practices, improving public education and awareness, providing training and technical assistance, and using technology to deliver services in a wide range of victimization areas.

"I can tell you JUST how important it is for offenders to pay for what they have done. NO amount of money can bring Jessie back, but we can hold offenders accountable through the VOCA Fund, and help innocent victims of crime.

—Mark Lunsford, whose daughter Jessica was sexually assaulted and murdered in February 2005, in remarks he made on Capitol Hill in April 2005 in support of the Crime Victims Fund

Over time, this process of identifying new areas of need and supporting related initiatives to assist victims and service providers expands and improves the scope of services available—thereby increasing the number of victims who receive help.

Training and Technical Assistance Meet Providers Where They Are

Due to the evolving nature of crime and victimization, ongoing training for victim service providers and allied professionals is an essential component of providing quality services. However, for many of these individuals, finding the time and money to attend training sessions is difficult.

OVC, through its Training and Technical Assistance Center (TTAC), continues to address this need by supporting initiatives that diversify the means and opportunities for delivering training. Several initiatives undertaken in FYs 2003 and 2004 use two existing resources to significantly broaden the pool of potential trainees: the use of Internet technology and outreach to professional/membership organizations.

New Initiatives Reach Out to Providers

OVC began establishing an online training presence by funding the development of a victim-based advocacy Web training course in FY 2003. When completed, the online format will allow service providers and allied professionals to participate in the training when and where it is most convenient for them—and minimizes the barriers to participation previously posed by travel and lodging costs, and the inability to be away from work for extended periods of time. This flexibility is especially

important for service providers and allied professionals in rural areas and in Indian Country, where travel is sometimes difficult, and for small grassroots providers who lack significant training budgets and sufficient staff that would allow an extended absence from the workplace.

In another effort to reach providers and allied professionals “where they already are,” OVC is cultivating training partnerships with victim-related membership and professional organizations. These collaborations combine OVC’s training and technical assistance resources with the organizations’ membership structures in a way that enables large groups of people to receive information about important victim issues. For example, OVC is supporting the National Mental Health Association’s (NMHA’s) work with the National Center for Victims of Crime to create a curriculum development and training program for NMHA’s members. The curriculum will increase members’ knowledge of how crime victimization affects mental health, and how they can improve mental health services for victims. Again, this training vehicle allows providers and allied professionals who belong to professional organizations—but who may be unable to participate in more traditional training events—to have access to OVC-funded training. It also provides an opportunity to raise awareness of victim issues and resources at a national level within entire professions (e.g., mental health providers) that are likely to encounter victims in their day-to-day work.

Traditional Training Maintains Service Quality

OVC also continued to support and expand more traditional training initiatives in FYs 2003 and 2004, including

State Victim Assistance Academies (SVAAs) that serve as central sources of state-specific victim information for victim service providers and allied professionals in those areas. They, along with more targeted regional training sessions led by TTAC consultants, serve as valuable reference points for service providers and allied professionals, and complement the victim-related training offered by state agencies, statewide victim coalitions, and other national victim organizations.

To ensure that victims receive the best possible services and that service programs remain dynamic and effective, OVC supports training to improve grantees’ capacity in the areas of needs assessment, program development, and evaluation. These efforts are coordinated through TTAC, which also administers a professional development scholarship program that enables providers with limited resources to attend. Some of the training topics offered include victims’ rights laws, forensic evidence collection, identification of victim needs, sudden trauma and grief, counseling techniques, leadership, the perspectives of judges and other court personnel, emergency response, the needs of international victims, and promising practices in victim services.

OVC is cultivating training partnerships with victim-related membership and professional organizations.

It is important to me to learn how to best serve these wonderful folks through education . . . As you are aware, homicide has special issues that need to be addressed. This will be the first time that I will have the opportunity to expand my understanding of the trauma that survivors experience. This will directly impact the survivors of homicide here in Broward County, Florida.

—Robin Burns, a Broward County child welfare system employee who received a professional development scholarship from OVC to attend the 2004 Parents of Murdered Children Conference

New Technology Adds to Available Information Resources

The same spirit that inspired the development of Web-based training programs (i.e., making professional development activities more accessible to service providers who, because of time constraints or their location, cannot attend traditional training sessions) also drove

OVC's launch of a free Web forum in FY 2004. The HELP for Victim Service Providers message

board offers a controlled online community where providers and allied professionals can network with their peers and share ideas and promising practices. This technology provides yet another way for small, remote, or financially challenged providers to connect with the field and tap into its collective knowledge. The forum also enables organizations of all sizes and locations to pose program-related questions and seek guidance from others who have "been there and done that," and thereby to make better service-related decisions.

Other victim-related resources were distributed in print, Web, and video formats to advise the field about emerging victim issues, available resources, and promising practices. The most requested documents/products from OVC's clearinghouse inventory during the biennium included *First Response to Victims of Crime Who Have a Disability*; *Domestic Violence: The Workplace Responds* videotape; *State Legislative Approaches to Funding for Victims' Services*; *School Crisis Response Initiative*; *Serving Crime Victims With Disabilities: The Time Is Now* and *Meet Us Where We*

Are videotapes and resource guides; and *Victims Speak Out: Help, Hope & Healing* videotape and discussion guide. To review items published during the reporting period, visit OVC's Web site at www.ovc.gov.

Recognizing and Advancing Victims' Rights

OVC values its rich history of work on behalf of victims and the opportunities it has to promote victims' rights and raise awareness of victims' issues. Efforts to support victims after VOCA was enacted initially focused on providing comprehensive, quality services for victims but have evolved into incorporating victims' rights and issues into the criminal justice and social service systems. As the network of victim services continued to develop and expand, and as new laws, bills of rights, and state constitutional amendments were established, meeting the challenges victims faced in asserting their rights in court was critical.

In response, OVC funded several initiatives and efforts aimed at ensuring the implementation and enforcement of victims' rights. The initiatives seek to expand compliance with victims' rights and support OVC's training and education efforts as well as the development of programs that help victims understand and assert their rights. The efforts include the creation of a database of federal, state, and tribal victims' rights laws through an agreement with the National Center for Victims of Crime. OVC provides funding to develop information about victims' rights legislation for state and territorial legislators through a grant to the National Conference of State Legislatures.

OVC also supports the development and dissemination of educational materials about available victims' rights and services at the state and local level through



an agreement with the public education and training arm of the National Victims' Constitutional Amendment Network. To educate judges and court personnel on victimization issues, OVC is launching a 4-year judicial education project with Justice Solutions, Inc.

The centerpiece, however, of OVC's victims' rights efforts is its support for a multiyear demonstration program to provide pro bono legal representation and advocacy to victims asserting their rights in criminal court. With funding from OVC, the National Crime Victim Law Institute (NCVLI) is supporting the establishment of eight state legal clinics and one federal legal clinic that provide direct legal services to victims of violent felony crimes in criminal court. NCVLI also offers pro bono legal support in the form of research, memorandums, and amicus briefs, and provides training to law students by allowing them to work on cases involving victim law nationwide. In addition to NCVLI's efforts, OVC is funding the creation of statewide victims' rights compliance projects to develop strategies to implement and enforce victims' rights.

Meanwhile, several significant legislative and policy advancements were made during the biennium. These included the passage of the Justice for All Act of 2004, a new federal law that authorizes funding for federal and state assistance programs; victim/witness assistance programs within U.S. Attorneys' Offices; enhancements to the victim notification system at DOJ; organizations that provide legal counsel and support for victims; and the creation of state-of-the-art victims' rights laws and compliance systems in states. These changes will provide victims with more effective protections, better resources, and the ability to enforce their newly created statutory rights.

In addition, OVC is supporting the International Association of Chiefs of Police as it develops "Enhancing Police Response to Victims: Designing a 21st Century Strategy for State and Local Law Enforcement," a national strategy for improving the police response to victims, and identifies critical issues in the change process. It is anticipated that this strategy will improve the resources initially offered to victims and equip law enforcement officers with communication techniques that minimize additional trauma to victims.

In other news, Attorney General Alberto R. Gonzales identified victims' rights as one of several top priorities for the Justice Department. As a result, DOJ is updating the *Attorney General Guidelines for Victim and Witness Assistance (Guidelines)*, which was established to guide DOJ personnel on the rights of federal crime victims and witnesses. The revised *Guidelines* will incorporate changes in the federal victims' rights law, including provisions in TVPRA and other federal statutes and DOJ policies.

OVC provides funding to develop information about victims' rights legislation for state and territorial legislators through a grant to the National Conference of State Legislatures.

Alaska

Governor signs legislation giving victims the right to be notified about the Office of Victims' Rights by law enforcement officers and prosecutors.

Nebraska

Law implementing state victims' rights amendment takes effect.

South Carolina

Governor signs legislation requiring that all parole hearings related to a single case be held on the same day and, if requested by the victim, allow the victim and offender to appear at the same time before the parole board. The bill also allows victims to participate in hearings via closed-circuit television.

Other avenues OVC uses to promote awareness of victims' rights include public service announcements, its Web site, an OVC Web Forum for Victim Service Providers (recent topics included

domestic violence, identity theft, sexual assault, drunk driving, trafficking, and cultural sensitivity in victim services), and an online OVC Directory of Crime Victim Services.

Professional Training Enters 21st Century on Point and Online

When the Arc Riverside (California) began planning its 2004 national conference on serving victims with disabilities, it quickly realized that the budget constraints facing many service providers would significantly limit attendance. But instead of giving up on the event, its organizers simply moved it to a more accessible venue: the Internet.

By carefully training presenters on how to prepare for the online format, structuring the agenda so none of the 22 sessions overlapped, and posting transcripts of the presentations and accompanying PowerPoint materials, the conference planners were able to deliver high-quality information that reached far more people than would have been able to attend in person.

"People still need information and skills development even though their training budgets are slashed, says Dr. Nora Baladerian, who is Project Director for Abuse Response Projects for Arc Riverside and Dean of Faculty for the online event.

In fact, the OVC-funded project overcame more than just budget restrictions. It also eliminated the barriers caused by being away from the office, needing child care or elder care during time away from home, and being unable to travel.

The structure of the conference was relatively simple. Presenters prepared materials via PowerPoint, and presented that information using an Internet connection and telephone. Participants who wanted to attend live sessions called in to a conference center to be connected to the audio feed, and logged onto the conference Web site to see the presentation slides. Each session was transcribed for later access by participants who only wanted to review the information, not attend the live session. After finishing their presentations, faculty members then devoted 10 hours to follow up with attendees, answering questions or discussing important issues through chat rooms, discussion groups, or e-mail. The sessions were also certified for continuing education purposes, enabling participants to earn needed credit.

In addition to eliminating the problems associated with travel, the online training conference increased the types of people who could attend. Instead of just being about victims with disabilities, for example, the online format of the conference enabled people with disabilities to participate both as presenters and attendees. "That turned out to be a very important part of the strategy and one of the high payoffs, says Tom Hanna, the conference's e-learning director and Director of the Child Abuse Prevention Network.

Two more big payoffs were the creation of a large core group of people who've received such indepth training, and a new enthusiasm for the subject. "It's a permanent product that results from this short-term net work, says Hanna.



CHAPTER 10

Looking Back, Moving Forward

Many people consider the 1980s the great growth period for the victim assistance field, and the 1990s the years of maturation—a time when the phrase “victims’ rights and services” became ingrained in the public lexicon, and attention to victims’ needs became a standard practice in the criminal justice system. Now, more than two decades since President Reagan’s Task Force issued its groundbreaking report and as the field marks the 20th anniversary of VOCA and the 25th commemoration of National Crime Victims’ Rights Week, the field must again define its needs and goals.

As OVC moves forward in support of victims’ rights and services, it remains focused on numerous core values: enforcing victims’ rights; providing access to comprehensive, quality services; integrating victims’ issues into all levels of the educational system; identifying, enhancing, and replicating promising practices; and acknowledging victims’ concerns to refine the Nation’s response to violence and victimization. In addition, OVC is taking a conscientious approach to avoid duplication of effort by coordinating and combining resources with various organizations and agencies to serve victims more efficiently.

In the coming months, OVC will focus its resources on various emerging areas of victimization and identify and fund new, collaborative efforts to support victims’ issues. OVC will give special attention to victims of economic crimes, such as identity theft, telemarketing fraud, and cybercrime. The agency is working with other OJP bureaus to learn more about the unique emotional toll of identity theft and the practical needs of its victims, to determine how to expand the reach of existing services for these victims, and to develop ways to better inform the public about identity theft and how it can be prevented.

OVC will continue to improve assistance to victims in Indian Country by exploring promising practices for serving victims and expanding programs to address increasing DUI/DWI incidents on Indian reservations. OVC also recognizes the need to enhance resources for victims of terrorism and mass violence. In response, it is taking preliminary steps to address options for developing case management software once ITVERP is operational and guidance on how to set up family

assistance centers following a terrorist incident.

Other critical program efforts include educating criminal justice and allied professionals on identifying and responding to elder abuse; reaching more grassroots victim service resources in communities nationwide; supporting domestic violence and sexual assault initiatives and collaborating with OVW on the response to violence against women; increasing public awareness of victims' rights; helping connect victims with local services and targeting underserved immigrant communities; expanding support and assistance for human trafficking victims; and providing training resources that help state and local service providers address victims' needs.

To accomplish these priorities, OVC will rely on established programs that reach parts of the field that are poised to grow. The HOPE funding programs will continue to provide support for grassroots community- and faith-based victim service organizations. OVC also plans to restructure and update the National Victim Assistance Academy to provide tailored, timely training and technical assistance via TTAC; make information available on emerging issues and promising practices via the OVC Resource Center; help victims assert their legal rights through NCVLI; promote victims' rights compliance via statewide advocacy efforts such as supporting the development of victim ombudsmen through the Victims' Rights Compliance Initiative; fund services for American Indians and Alaska Natives through TVA; provide scholarships for victim advocates and victims to attend training and conferences; develop new, technologically savvy ways to expand training opportunities for victim advocates; and



California

Voters reject efforts to weaken the "three strikes" law.

Hawaii

Voters ratify four constitutional amendments related to victim and criminal justice issues, including an amendment authorizing the creation of a privilege for communications between a victim and the victim's physician, psychologist, counselor, or licensed mental health professional.

Maryland

The Maryland Court of Appeals limits the practice of "sentence reconsideration, which permits judges to modify offenders' sentences years or decades after they have been imposed.

Missouri

Implements legislation that increases protections for children being placed in foster care and protective services through more thorough criminal background checks.

continue to support and promote victims' rights and services internationally.

Although the victim assistance field has made many strides over the past two decades, it must and will always strive to improve. OVC embraces its ongoing role to expand services and training and, most importantly, to help victims be recognized, heard, and served.



APPENDIXES

APPENDIX A

VOCA Victim Compensation Allocations in FYs 2003 and 2004

State or Territory	FY 2003	FY 2004	Total
Alabama	\$1,740,000	\$2,792,000	\$4,532,000
Alaska	504,000	543,000	1,047,000
Arizona	1,374,000	1,258,000	2,632,000
Arkansas	1,148,000	1,187,000	2,335,000
California	44,234,000	64,796,000	109,030,000
Colorado	3,558,000	3,707,000	7,265,000
Connecticut	808,000	780,000	1,588,000
Delaware	399,000	859,000	1,258,000
District of Columbia	1,643,000	2,313,000	3,956,000
Florida	13,256,000	8,822,000	22,078,000
Georgia	2,304,000	1,706,000	4,010,000
Guam*	0	0	0
Hawaii	512,000	522,000	1,034,000
Idaho	462,000	821,000	1,283,000
Illinois	8,974,000	10,431,000	19,405,000
Indiana	1,588,000	638,000	2,226,000
Iowa	1,560,000	1,238,000	2,798,000
Kansas	1,058,000	1,222,000	2,280,000
Kentucky	491,000	339,000	830,000
Louisiana	988,000	771,000	1,759,000
Maine	186,000	175,000	361,000
Maryland	1,291,000	2,058,000	3,349,000
Massachusetts	1,142,000	1,520,000	2,662,000
Michigan	866,000	757,000	1,623,000
Minnesota	948,000	1,241,000	2,189,000
Mississippi	539,000	713,000	1,252,000
Missouri	2,563,000	2,279,000	4,842,000
Montana	309,000	356,000	665,000
Nebraska	170,000	127,000	297,000
Nevada	1,995,000	1,561,000	3,556,000
New Hampshire	200,000	211,000	411,000

* Due to several natural disasters, Guam's government elected not to participate during the biennium.

(continued)

Appendix A: VOCA Victim Compensation Allocations in FYs 2003 and 2004 (continued)

State or Territory	FY 2003	FY 2004	Total
New Jersey	2,283,000	4,842,000	7,125,000
New Mexico	490,000	734,000	1,224,000
New York	12,129,000	9,938,000	22,067,000
North Carolina	2,643,000	3,830,000	6,473,000
North Dakota	135,000	98,000	233,000
Ohio	8,783,000	6,777,000	15,560,000
Oklahoma	1,525,000	1,659,000	3,184,000
Oregon	753,000	1,046,000	1,799,000
Pennsylvania	3,863,000	2,071,000	5,934,000
Puerto Rico	131,000	139,000	270,000
Rhode Island	1,941,000	1,248,000	3,189,000
South Carolina	3,075,000	4,116,000	7,191,000
South Dakota	158,000	184,000	342,000
Tennessee	5,095,000	4,971,000	10,066,000
Texas	16,020,000	18,489,000	34,509,000
U.S. Virgin Islands	100,000	103,000	203,000
Utah	1,794,000	2,332,000	4,126,000
Vermont	267,000	212,000	479,000
Virginia	1,095,000	1,244,000	2,339,000
Washington	4,018,000	4,444,000	8,462,000
West Virginia	749,000	646,000	1,395,000
Wisconsin	846,000	841,000	1,687,000
Wyoming	230,000	442,000	672,000
Totals	\$164,933,000	\$186,149,000	\$351,082,000

APPENDIX B

VOCA Victim Assistance Allocations in FYs 2003 and 2004

State or Territory	FY 2003	FY 2004	Total
Alabama	\$5,497,000	\$5,543,000	\$11,040,000
Alaska	1,217,000	1,224,000	2,441,000
American Samoa	264,000	264,000	528,000
Arizona	6,578,000	6,633,000	13,211,000
Arkansas	3,519,000	3,546,000	7,065,000
California	39,613,000	39,969,000	79,582,000
Colorado	5,520,000	5,565,000	11,085,000
Connecticut	4,354,000	4,390,000	8,744,000
Delaware	1,399,000	1,407,145	2,806,145
District of Columbia	1,136,000	1,142,000	2,278,000
Florida	19,116,000	19,285,000	38,401,000
Georgia	10,035,000	10,122,000	20,157,000
Guam	372,000	374,000	746,000
Hawaii	1,887,000	1,899,000	3,786,000
Idaho	1,994,000	2,007,000	4,001,000
Illinois	14,535,000	14,663,000	29,198,000
Indiana	7,360,000	7,423,000	14,783,000
Iowa	3,771,000	3,801,000	7,572,000
Kansas	3,525,000	3,553,000	7,078,000
Kentucky	5,059,000	5,100,000	10,159,000
Louisiana	5,493,000	5,538,000	11,031,000
Maine	1,942,000	1,955,000	3,897,000
Maryland	6,579,000	6,635,000	13,214,000
Massachusetts	7,660,000	7,725,000	15,385,000
Michigan	11,695,000	11,796,000	23,491,000
Minnesota	6,091,000	6,142,000	12,233,000
Mississippi	3,699,000	3,728,000	7,427,000
Missouri	6,818,000	6,876,000	13,694,000
Montana	1,513,000	1,522,000	3,035,000
Nebraska	2,426,000	2,444,000	4,870,000
Nevada	2,921,000	2,943,000	5,864,000

(continued)

Appendix B: VOCA Victim Assistance Allocations in FYs 2003 and 2004 (continued)

State or Territory	FY 2003	FY 2004	Total
New Hampshire	1,920,000	1,933,000	3,853,000
New Jersey	10,068,000	10,155,000	20,223,000
New Mexico	2,566,000	2,585,000	5,151,000
New York	21,838,000	22,033,000	43,871,000
North Carolina	9,767,000	9,852,000	19,619,000
North Dakota	1,206,000	1,213,000	2,419,000
Northern Mariana Islands	277,000	278,000	555,000
Ohio	13,221,000	13,337,000	26,558,000
Oklahoma	4,391,000	4,427,000	8,818,000
Oregon	4,422,000	4,458,000	8,880,000
Pennsylvania	14,239,000	14,364,000	28,603,000
Puerto Rico	4,798,000	4,837,000	9,635,000
Rhode Island	1,692,000	1,702,000	3,394,000
South Carolina	5,075,000	5,116,000	10,191,000
South Dakota	1,348,000	1,355,000	2,703,000
Tennessee	6,957,000	7,016,000	13,973,000
Texas	24,759,000	24,980,000	49,739,000
U.S. Virgin Islands	621,000	622,000	1,243,000
Utah	3,080,000	3,103,000	6,183,000
Vermont	1,187,000	1,193,000	2,380,000
Virginia	8,624,000	8,698,000	17,322,000
Washington	7,260,000	7,321,000	14,581,000
West Virginia	2,507,000	2,525,000	5,032,000
Wisconsin	6,561,000	6,616,000	13,177,000
Wyoming	1,055,299	1,061,000	2,116,299
Totals	\$353,027,299	\$355,994,145	\$709,021,444

APPENDIX C

Tribal Victim Assistance (TVA) Allocations in FYs 2003 and 2004

State	Tribe or Community	FY 2003	FY 2004	Total
Alaska	Bering Sea Women's Group Nome, AK	\$111,013	\$111,013	\$222,026
	Native Village of Barrow Barrow, AK	100,000	100,000	200,000
Arizona	San Carlos Apache Tribe San Carlos, AZ	114,048	114,048	228,096
California	Bear River Band of Rohnerville Rancheria Loleta, CA	91,242	89,274	180,516
	Soboba Band of Luiseno Indians Temecula, CA	197,725	197,725	395,450
Maine	Passamaquoddy Tribe of Pleasant Point Perry, ME	85,358	75,760	161,118
Michigan	Grand Traverse Band of Ottawa and Chippewa Indians Suttons Bay, MI	56,857	56,857	113,714
Mississippi	Mississippi Band of Choctaw Indians Philadelphia, MS	63,076	63,075	126,151
Montana	Blackfeet Child and Family Advocacy Center Browning, MT	75,000	75,000	150,000
	Fort Peck Assiniboine and Sioux Poplar, MT	47,000	47,000	94,000
Nevada	Lovelock Paiute Tribe Lovelock, NV	74,500	74,500	149,000
	Nevada Urban Indians, Inc. Reno, NV	79,688	78,788	158,476
	Pyramid Lake Paiute Tribe Wadsworth, NV	60,750	60,416	121,166
New Mexico	Pueblo of Laguna Laguna, NM	71,773	69,763	141,536

(continued)

Appendix C: Tribal Victim Assistance (TVA) Allocations in FYs 2003 and 2004 (continued)

State	Tribe or Community	FY 2003	FY 2004	Total
North Dakota	Three Affiliated Tribes of Fort Berthold Reservations New Town, ND	62,200	61,705	123,905
	Turtle Mountain Band of Chippewa Indians Belcourt, ND	54,306	54,306	108,612
Oklahoma	Choctaw Nation of Oklahoma Hugo, OK	160,000	160,000	320,000
	United Keetoowah Band of Cherokee Tahlequah, OK	161,000	160,672	321,672
	Wichita and Affiliated Tribes Anadarko, OK	121,429	121,429	242,858
Oregon	Confederated Tribes of Warm Springs Warm Springs, OR	184,000	184,000	368,000
South Dakota	Cheyenne River Sioux Tribe Eagle Butte, SD	184,000	184,000	368,000
	Oglala Sioux Tribe Pine Ridge, SD	192,000	192,000	384,000
Washington	Lummi Indian Nation Bellingham, WA	115,221	114,531	229,752
	Samish Indian Tribe Anacortes, WA	53,000	53,000	106,000
Wisconsin	Menominee Indian Tribe of Wisconsin Keshena, WI	57,770	57,706	115,476
Totals		\$2,572,956	\$2,556,568	\$5,129,524

APPENDIX D

Children's Justice Act Partnerships for Indian Communities Grant Program Allocations in FYs 2003 and 2004

State	Tribe or Community	FY 2003	FY 2004	Total
Alaska	Emmonak Tribal Council Emmonak, AK	\$104,820	\$0	\$104,820
	Kawerak Nome, AK	79,638	0	79,638
	Native Village of Barrow Barrow, AK	85,000	85,000	170,000
	Southcentral Foundation for Alaska Cares Anchorage, AK	75,000	0	75,000
California	Two Feathers Native American Family Services McKinleyville, CA	235,974	139,916	375,890
Maine	Passamaquoddy Tribe Perry, ME	68,518	76,558	145,076
Michigan	Grand Traverse Band of Ottawa and Chippewa Indians Suttons Bay, MI	65,000	0	65,000
	Sault Ste. Marie Tribe of Chippewa Indians Sault Ste. Marie, MI	107,657	91,632	199,289
Montana	Blackfeet Tribal Business Council Browning, MT	75,000	0	75,000
	Northern Cheyenne Tribe Lame Deer, MT	99,840	0	99,840
Nebraska	Ponca Tribe of Nebraska Lincoln, NE	54,096	98,800	152,896
Nevada	Fallon Paiute Shoshone Tribe Fallon, NV	165,667	165,321	330,988
New Mexico	Pueblo of Isleta Isleta, NM	102,989	129,264	232,253

(continued)

**Appendix D: Children's Justice Act Partnerships for Indian Communities Grant
Program Allocations in FYs 2003 and 2004 (continued)**

State	Tribe or Community	FY 2003	FY 2004	Total
North Carolina	Eastern Band of Cherokee Indians Cherokee, NC	0	125,000	125,000
North Dakota	Fort Berthold Coalition Against Domestic Violence New Town, ND	75,000	0	75,000
	Spirit Lake Sioux Tribe Fort Totten, ND	0	60,000	60,000
Oklahoma	Wichita and Affiliated Tribes Anadarko, OK	89,594	89,594	179,188
South Dakota	Oglala Lakota CASA Pine Ridge, SD	249,783	249,783	499,566
	Yankton Sioux Tribe Marty, SD	75,000	0	75,000
Washington	Lummi Indian Nation Bellingham, WA	75,000	0	75,000
	South Puget Sound Intertribal Agency Shelton, WA	74,737	0	74,737
	Suquamish Tribe Suquamish, WA	0	92,856	92,856
Wisconsin	Red Cliff Band of Lake Superior Chippewa Bayfield, WI	0	75,000	75,000
Wyoming	Shoshone and Arapaho Fort Washakie, WY	0	85,324	85,324
Totals		\$1,958,313	\$1,564,048	\$3,522,361

APPENDIX E

Services for Trafficking Victims Discretionary Grant Program Allocations in FYs 2003 and 2004

State	Grantee	FY 2003	FY 2004	Total
Comprehensive Services				
California	Asian Pacific Islander Legal Outreach San Francisco, CA	\$532,230	\$0	\$532,230
	Bilateral Safety Corridor Coalition Spring Valley, CA	0	500,000	500,000
	Coalition Against Slavery and Trafficking (CAST) Los Angeles, CA	0	1,000,000	1,000,000
	Little Tokyo Service Center (CAST) Los Angeles, CA	583,697	0	583,697
District of Columbia	U.S. Conference of Catholic Bishops Inc. Washington, DC	0	785,535 ¹	785,535
Georgia	Refugee Women's Network Inc. Atlanta, GA	0	311,708	311,708
Illinois	Heartland Alliance for Human Needs and Human Rights Chicago, IL	673,568	0	673,568
Maryland	World Relief Corp. Baltimore, MD	0	499,998 ²	499,998
Massachusetts	International Institute of Boston Boston, MA	0	498,836 ³	498,836

¹ Grantee will use \$372,237 in funds to provide services for trafficking victims in Oregon and \$413,298 in funds to provide services for trafficking victims in Delaware, Maryland, New Jersey, and Pennsylvania.

² Grantee will use funds to provide services for trafficking victims in Florida, North Carolina, Tennessee, and Texas.

³ Grantee will use funds to provide services for trafficking victims in Massachusetts and other New England states.

(continued)

**Appendix E: Services for Trafficking Victims Discretionary Grant Program
Allocations in FYs 2003 and 2004**

State	Grantee	FY 2003	FY 2004	Total
New York	International Rescue Committee New York, NY	935,285 ⁴ 1,731,660 ⁶	499,999 ⁵ 0	1,435,284 1,731,660
	New York State Office of Temporary and Disability Assistance Albany, NY	0	500,000	500,000
	Safe Horizon Inc. New York, NY	0	500,000	500,000
Oregon	International Rescue Committee Portland, OR	0	499,999	499,999
Texas	East Dallas Counseling Center Inc. Dallas, TX	799,586	0	799,586
	YMCA International Services Houston, TX	529,927	0	529,927
Virginia	Boat People S.O.S. Falls Church, VA	1,896,535 ⁷	0	1,896,535
Totals		\$7,682,488	\$5,596,075	\$13,278,563
Supplemental Specialized Services				
Illinois	Heartland Alliance for Human Needs and Human Rights Chicago, IL	\$490,829	\$0	\$490,829
Massachusetts	Massachusetts Mental Health Institute Trauma Center Boston, MA	859,987 ⁸	0	859,987
Virginia	Salvation Army National Corp. Alexandria, VA	282,846	0	282,846
Totals		\$1,633,662	\$0	\$1,633,662
Training and Technical Assistance				
New York	Safe Horizon Inc. New York, NY	\$400,000 ⁹	\$0	\$400,000
Totals		\$400,000	\$0	\$400,000

⁴ Grantee will use funds to provide services for trafficking victims in Arizona.

⁵ Grantee will use funds to provide services for trafficking victims in Washington.

⁶ Grantee will use funds to provide services for trafficking victims in Florida.

⁷ Grantee will use funds to provide services for trafficking victims in Virginia and the Washington, D.C., metropolitan area.

⁸ Grantee will use funds to provide services for trafficking victims in 15 states along the Eastern Seaboard and Texas.

⁹ This total represents two awards to Safe Horizon Inc.



Report to the Nation 2005

Fiscal Years 2003–2004

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